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OPERATIONAL ACTIVITIES FOR
DEVELOPMENT

OPERATIONAL ACTIVITIES OF THE UNITED NATIONS SYSTEM

Note by the Secretary-General

1. The 1990 annual report of the Director-General for Development and International Economic Co-operation on operational activities for development is presented herewith (see annex).

2. General Assembly resolution 44/211 of 22 December 1989 on a comprehensive triennial policy review of operational activities for development of the United Nations system contains a series of requests addressed to the governing bodies of the organizations of the United Nations system, to their secretariats, to the Secretary-General and the Director-General for Development and International Economic Co-operation, as well as to Member States.

3. The actions and information requested involve a considerable number of adjustments and innovations in operational activities, to be accomplished as early as possible and in a co-ordinated and timely manner. States members of the governing bodies of all organs, organizations and bodies of the United Nations system are called upon consistently to ensure full implementation of the provisions contained in the resolution.

4. The Director-General is requested to submit to the Economic and Social Council a three-year schedule of such implementation and to report further on implementation in subsequent years. The initial schedule is contained in the report of the Director-General.

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* A/45/50.

5. The present report of the Director-General further responds to the request that he draw attention to recommendations on which he considers additional guidance is required, particularly those facilitating the full implementation of General Assembly resolution 44/211. The report also responds to other requests for information in 1990 contained in Assembly resolution 44/211.

6. Comprehensive statistical data on operational activities for development for the year 1989 will be presented to the General Assembly as soon as available.

ANNEX

Report of the Director-General for Development and International Economic Co-operation on operational activities for development

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I. INTRODUCTION

1. On 22 December 1989, the General Assembly adopted resolution 44/211 on a comprehensive triennial policy review of operational activities for development of the United Nation system. It was the culmination of three years of the most intensive review by Member States of the operational activities of the United Nations system in many years. Beginning with General Assembly resolution 41/171 of 5 December 1986, and through Assembly resolutions 42/196 of 11 December 1987 and 43/199 of 20 December 1988, Member States had assembled a formidable array of concrete issues about those activities. Those resolutions had emphasized both the needs and prerogatives of developing countries and the importance of country-specific responses by the United Nations system to them. The issues had been examined and reported upon in detail by the Director-General for Development and International Economic Co-operation for the 1989 comprehensive policy review (see A/44/324-E/1989/106 of 29 June 1989; A/44/324/Add.2-E/1989/106/Add.2 of 25 October 1989; and A/44/324/Add.3-E/1989/106/Add.3 of 24 October 1989), and the Assembly's conclusion of that review process constituted, as many delegations remarked, a landmark decision.

2. General Assembly resolution 44/211 may be seen as a landmark in many respects. It departs from a protracted pattern of iterating the desirable, and calls for prompt implementation of adjustments and improvements under a three-year schedule, and on a system-wide basis. It concentrates on the country level, and country-specificity in all respects, emphasizing that the system itself should be organized and composed there in such a way that it corresponds to co-operation programmes rather than to its institutional structure. There is a call for decentralization to the country level, and for the harmonization of programme cycles and simplification of procedures. The concept of decentralization is perceived as closely related to the full use and strengthening of national development capacities, and the resolution envisages Governments being fully enabled to assume responsibility for the execution of programmes and projects funded by the system.

3. The need for integrated programming under the leadership of Governments, and for a programme rather than a project-by-project approach, is not only stated as desirable but the resolution outlines ways in which these long-sought objectives may now be met. The kinds of capacities that the United Nations system should make available at the country level, their leadership and their interrelationships are addressed; and additional work in this comprehensive package of improvements is identified for the next two years.

4. The present, first report on implementation is limited in its scope as it was prepared only a few months since the adoption of the General Assembly resolution. The secretariats of the United Nations system have naturally only begun to set in motion their respective responses to the Assembly's requests. It will be seen, however, that these responses are significant, and that the resolution is already receiving the serious attention throughout the system that its authors sought.

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5. The United Nations system is thus challenged to undertake a great deal of hard work between 1990 and 1992. In accordance with his mandate, the Director-General will make every effort to ensure that General Assembly resolution 44/211 is fully implemented.

II. ISSUES RELATING TO GENERAL ASSEMBLY RESOLUTION 44/211

A. Mobilization of financial resources

6. An overview of the resource situation of the organizations of the United Nations system in 1988 and future trends for 1989-1991 was provided in an addendum (A/44/324/Add.4-E/1989/106/Add.4), dated 19 October 1989, to the Director-General's 1988 report on the comprehensive policy review of operational activities of the United Nations system. That overview was based on preliminary statistical data.

7. Statistical data on operational activities of the United Nations system in 1989, and future trends for 1990-1992, are in preparation for the forthcoming United Nations Pledging Conference scheduled at the beginning of November 1990. According to established practice, these data will be directly submitted to the General Assembly at its forty-fifth session as an addendum to the present report.

8. As a result, the present section of the report only deals with aspects of resource mobilization not covered by the documents referred to above, namely, global net resource flows to developing countries, debt, and the initial reactions of the organizations of the United Nations system to paragraphs 11 and 12 of General Assembly resolution 44/211 on core funds, the central funding role of the United Nations Development Programme (UNDP) and special purpose funds.

1. Global net resource flows to developing countries

9. Table 1-A below provides basic data on the total net resource flows from all sources to developing countries for the past three years 1986 to 1988. This table shows that, in nominal terms*, the total net flow of resources to developing countries rose by 21 per cent from $83.7 billion in 1986 to $101.6 billion in 1988. From 1987 to 1988, the increase was a little over 5 per cent against 15.5 per cent from 1986 to 1987.

10. Official Development Finance (ODF), which includes official development assistance (ODA), less concessional multilateral flows and certain bilateral flows, accounted for about two thirds of the total net resource flows for the period under review, rising from $56.1 billion in 1986 to $65.7 billion in 1988. ODA represented more than 50 per cent of those flows and grew from $44.3 billion in 1986 to $48.4 billion in 1987 and $51.3 billion in 1988, which represents an increase of 9 per cent and 6 per cent, respectively, for the last two years.

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* Figures provided in the present section of the report and resulting percentages and comparisons are in nominal terms, i.e., in current dollars. They are not expressed in real terms or at constant prices.

Table 1-A. Total net resource flows to developing countries*

(Billions of current United States dollars)

	1986		1987		1988	
	$	%	$	%	$	%
I. Official development finance (ODF)	56.1	67.0	61.7	63.9	65.7	64.7
(a) Official development assistance (ODA)	44.3	52.9	48.4	50.1	51.3	50.5
Of which: bilateral disbursements	34.8	41.6	38.3	39.6	40.0	39.4
multilateral disbursements	9.5	11.3	10.1	10.5	11.3	11.1
(b) Other ODF	11.8	14.1	13.3	13.8	14.4	14.2
Of which: bilateral disbursements	4.0	4.8	6.6	6.8	8.0	7.2
multilateral disbursements	7.8	9.3	6.7	7.0	6.4	6.3
II. Total export credits	-0.6	-0.7	-0.7	-0.7	3.0	2.9
(a) DAC countries	-0.8	-1.0	-1.0	-1.0	2.6	2.6
(b) Other countries	0.2	0.3	0.3	0.3	0.4	0.4
III. Private flows	28.2	33.7	35.6	36.8	32.9	32.4
(a) Direct investments (OECD)	11.3	13.5	20.2	20.9	19.0	18.7
(b) International bank lending	5.0	6.0	5.6	5.8	4.7	4.6
(c) Total bond lending	3.3	3.9	1.0	1.0	1.6	1.6
(d) Other private	5.3	6.4	5.5	5.7	4.0	3.9
(e) Grants by non-governmental organizations	3.3	3.9	3.3	3.4	3.6	3.5
Total net resource flows (I + II + III)	83.7	100.0	96.6	100.0	101.6	100.0
Related data						
Use of International Monetary Fund credit, net	-1.4		-4.7		-4.3	
Interest and dividends paid by developing countries, gross	76.2		74.7		86.0	

* Excluding Taiwan. Flows from all resources, i.e., including the Development Assistance Committee (DAC) of OECD, the Council for Mutual Economic Assistance, and Arab and other developing countries.

Source: Organisation for Economic Co-operation (OECD): Development co-operation in the 1990s, 1989 report, pp. 150 and 217.

11. In percentage of gross national product (GNP), net ODA from countries of the Development Assistance Committee (DAC), which exceptionally grew by 16.1 per cent in 1988, represented an average of 0.36 per cent of DAC GNP. The main contributors were Nordic countries and the Netherlands: Norway (1.11 per cent), the Netherlands (0.98 per cent), Denmark (0.89 per cent), Sweden (0.88 per cent) and Finland (0.59 per cent). The countries below the average of 0.36 per cent were: Japan (0.32 per cent), Switzerland (0.32 per cent), United Kingdom of Great Britain and Northern Ireland (0.32 per cent), New Zealand (0.27 per cent), Austria (0.24 per cent), United States of America (0.21 per cent) and Ireland (0.20 per cent).

12. Of ODA granted from 1986 to 1988 14 to 15 per cent was provided through the organizations of the United Nations system and was equally divided into development-related grants and concessional loans.

13. As shown in table 1-B, Africa was the main recipient of net ODA from DAC countries, multilateral organizations and Arab countries, with a share that rose from 36.5 per cent of net ODA in 1986 to 38 per cent in 1988. Sub-Saharan Africa alone received 30 per cent of net ODA. With a share decreasing from 39 per cent in 1986 to a little more than 32 per cent in 1988, Asia was the second largest recipient of net ODA. The 42 least developed countries maintained their share of net ODA at a little over 25 per cent; which, in dollar terms, amounted to about $12 billion.

14. About one third of the total net resource flows comprised private flows, which seemed to have stabilized at that level after a sharp fall in the early 1980s. Over 50 per cent of those private flows were in direct investment from OECD countries, against an average of 20 per cent at the beginning of the decade. Particularly noticeable was the decline of international bank lending, which accounted for only 14 per cent of private flows in 1988 as compared to about 66 per cent at the beginning of the decade. With an average percentage of 3.6 of total net resource flows, grants by non-governmental organizations remained stable during the period, though recording an increase of more than 1 per cent over their share of 2 per cent of total net resource flows at the beginning of the 1980s.

15. As for export credits, they resumed a positive flow, following several years of a steady decline culminating with negative transfers of $0.6 billion and $0.7 billion in 1986 and 1987.

16. For the three consecutive years 1986-1988, repayments of credits to the International Monetary Fund (IMF) exceeded new disbursements by $1.4 billion, $4.7 billion and $4.3 billion in 1986, 1987 and 1988, respectively. However, net disbursements under the Structural Adjustment Facility (SAF) and the Enhanced Adjustment Facility (ESAF) totalled $0.5 billion for each year of 1987 and 1988. Owing to high international interest rates and repayments of interest arrears, payments of interest and dividends by developing countries increased by 15 per cent in 1988 against a background of a decline in 1987.

Table 1-B. Total net ODA to developing countries and territories by regions*

(Billions of current United States dollars)

		1986		1987		1988	
		$	%	$	%	$	%
I.	Europe	0.6	1.5	0.6	1.3	0.5	1.1
II.	Africa	14.4	36.5	16.3	37.9	17.5	37.9
	Of which, north of Sahara	2.5	6.4	2.7	6.4	2.5	5.4
	south of Sahara	11.5	29.2	13.1	30.5	14.7	31.7
III.	America	4.4	11.1	5.0	11.6	5.1	11.1
	Of which, North and Central America	2.8	7.2	3.0	7.1	3.2	7.0
	South America	1.4	3.5	1.7	3.9	1.6	3.6
IV.	Asia	15.5	39.1	15.1	35.2	15.0	32.4
	Of which, Middle East	4.0	10.0	3.4	8.0	2.5	5.3
	South Asia	6.0	15.2	5.7	13.3	6.7	14.6
	Far-East Asia	3.8	9.5	4.6	10.8	5.5	11.9
V.	Oceania	1.2	2.9	1.4	3.3	1.4	3.1
VI.	Unspecified	3.5	8.9	4.6	10.7	6.7	14.4
	Total (I+II+III+IV+V+VI)	39.6	100.0	43.0	100.0	46.2	100.0
	Of which, least developed countries	9.6	24.2	10.8	25.2	11.7	25.2

* From DAC countries, multilateral organizations and Arab countries.

Source: OECD: Development co-operation in the 1990s, 1989 report, pp. 238 and 239.

Table 1-C. Debt situation of developing countries

(Billions of current United States dollars)

	1986		1987		1988		1989 a/	
	$	%	$	%	$	%	$	%
A. DRS countries b/	1 047.0	91.4	1 176.0	91.0	1 156.0	90.0	1 165.0	90.3
Africa, south of Sahara	113.0	9.9	137.8	10.7	139.6	10.9	143.2	11.1
East Asia and the Pacific	186.2	16.2	206.1	16.0	206.1	16.0	204.5	15.9
Europe and the Mediterranean	153.8	13.4	175.8	13.6	166.9	13.0	162.8	12.6
Latin America and the Caribbean	409.2	35.7	445.4	34.4	427.5	33.3	434.0	33.6
North Africa and the Middle East	105.0	9.2	119.0	9.2	120.3	9.4	120.5	9.3
South Asia	79.8	7.0	91.9	7.1	95.6	7.4	100.0	7.8
B. Other developing countries	99.0	8.6	117.0	9.0	128.0	10.0	125.0	9.7
Total all developing countries	1 146.0	100.0	1 292.0	100.0	1 284.0	100.0	1 290.0	100.0
Of which DRS countries								
Long-term debt	882	77.0	999	77.3	980	76.3	995	77.1
Official sources	360	31.6	440	34.0	443	34.5	467	36.2
Private sources	522	45.6	559	43.3	537	41.8	528	41.0
Short-term debt	122	10.7	135	10.5	141	11.0	139	11.0
Use of IMF credit	43	3.8	43	3.3	35	2.7	32	2.5

Source: The World Bank: world debt tables 1989-1990, vol. I, pp. 2 and 77 to 105.

a/ Preliminary estimates by the World Bank.

b/ DRS countries are 111 countries that report public and publicly guaranteed debt under the World Bank's Debtor Reporting System (DRS). The latter was set up in 1951 by the World Bank to monitor statistics on the external debt of developing countries on a loan-by-loan basis.

Table 1-D. Debt-related net flows and transfers a/

(Billions of current United States dollars)

	1986	1987	1988	1989 b/
A. Debt-related net flows				
Africa, south of Sahara	5.9	6.8	4.3	5.9
East Asia and the Pacific	4.3	0.5	5.6	6.1
Europe and the Mediterranean	4.4	0.8	-3.4	-3.1
Latin America and the Caribbean	1.6	7.6	6.4	6.1
North Africa and the Middle East	5.6	3.2	1.9	5.0
South Asia	4.8	5.0	5.5	5.6
Total debt-related net flows, all developing countries	26.6	23.9	20.3	25.6
B. Debt-related net transfers				
Africa, south of Sahara	1.8	3.3	-0.2	1.3
East Asia and the Pacific	-8.2	-13.0	-8.5	-9.4
Europe and the Mediterranean	-5.7	-9.8	-14.3	-15.7
Latin America and the Carribbean	-28.1	-20.6	-26.9	-27.6
North Africa and the Middle East	0.5	-1.3	-3.5	-1.2
South Asia	1.5	1.3	1.4	1.0
Total debt-related net transfers, all developing countries	-38.2	-40.2	-52.0	-51.6

Source: The World Bank: world debt tables 1989-1990, vol. 1, pp. 9 and 77 to 105.

a/ For all developing countries under the World Bank Debtor Reporting System (DRS).

b/ Preliminary estimates.

2. Debt of developing countries

17. Closely linked to the issue of net resource flows to developing countries is their debt situation and debt-related net flows and transfers. These can be summarized as follows:

18. The above tables provide a debt scenery of which the salient features are: firstly, there seems to be a slow-down in the debt progression; the total developing country debt declined in 1988 and was expected to rise only by $6 billion in 1989, i.e., by less than 0.5 per cent. It grew by about 13 per cent in 1987 against 10 per cent in 1986. According to the World Bank projections, it will amount to $1,319 billion in 1990, i.e., a rise of 2.25 per cent.

19. Secondly, from 1986 to 1989, the developing regions partaking in the debt burden maintained their respective share: Latin America and the Caribbean accounted for 34 per cent of the total debt against about 36 per cent in 1986, and 34 per cent and 33 cent in 1987 and 1988. East Asia and the Pacific was the second largest debtor region, accounting for about 16 per cent of the debt throughout the period. Europe and the Mediterranean had its share slightly reduced from 13.4 per cent in 1986 to 12.6 per cent in 1989. Africa, South of the Sahara was the fourth debtor with a share which increased from about 10 per cent in 1986 to a little over 11 per cent in 1989.

20. Thirdly, long-term debt was the main component of the total developing country debt, with a share of about 77 per cent the total debt. Estimated in 1989 to total $995 million, this long-term debt comprised roughly 47 per cent official debt, which included multilateral and bilateral debt and 53 per cent of private debt. In 1986, these percentages were respectively about 40 and 60 per cent.

21. Fourthly, debt-related net flows for developing countries were estimated to amount to $26 billion in 1989, up from their level of $20 billion in 1988 and close to their 1986 level of $26.6 billion. The main recipients of those net flows throughout the period under review were Latin America and the Caribbean, Africa south of Sahara, South and East Asia and the Pacific. North Africa and the Middle East recorded a decline in 1987 and 1988, while Europe and the Mediterranean steadily ceased to be a recipient and became a net flow creditor.

22. Fifthly, it was estimated that net transfers from developing countries to their creditors remained constant in 1989 as in 1988, at about $52 billion, as compared to $38 billion in 1986 and $40 billion in 1987. Since 1983, developing countries increasingly became debt-related net transferers of resources, with Latin America and the Caribbean, Europe and the Mediterranean, East Asia and the Pacific accounting for respectively over 50 per cent, 25 per cent and 15 per cent. Africa south of Sahara and South Asia remained beneficiaries of net declining transfers.

23. Solutions to developing country debt and its relationship with development are examined in the Secretary General's report to the General Assembly at its forty-fourth session, on external debt crisis and development (A/44/628 of 16 October 1989). Further considerations can be found in the report by the

secretariat of the United Nations Conference on Trade and Development (UNCTAD) to the Trade and Development Board on debt and managing adjustment: attracting non-debt-creating financial flows and new lending. 1/

3. Central funding role of the United Nations Development Programme, and special purpose funds

24. Paragraph 11 of General Assembly resolution 44/211 underscores the primary importance of core funds for United Nations operational activities, while acknowledging the value of special purpose funds, provided that the latter are designed as a means to ensure additional resource flows and that any resulting projects are coherently and efficiently integrated in the technical co-operation programmes of the United Nations, in conformity with each country's national development plan and programme and in accordance with the respective mandates of United Nations programmes and organizations. Paragraph 12 of that resolution stresses the central funding role of UNDP and urges Governments of Member States to channel the maximum share of resources available for multilateral technical co-operation through UNDP.

25. In their responses to the Director-General's request for information on a schedule of implemention of General Assembly resolution 44/211, reactions received to date by organizations of the United Nations system to those paragraphs have been, by and large, very positive. UNDP has given them its fullest support, underlining that its funding strategy under preparation for review by the UNDP Governing Council in June 1990 will focus, inter alia, on the need for increased core resources, harmonizing developing country needs with themes on poverty alleviation, sustainable growth and human development, and developing non-core funding modalities at international and national levels.

26. The United Nations Population Fund (UNFPA) welcomed the concept of core funding, indicating that its efforts in resource mobilization stress voluntary contributions to the Fund's general resources. However, it stated that it raises funds through multi-bilateral arrangements, but only if these are in support of projects that are coherently and effectively integrated in and in conformity with the national population policy programme and in accordance with the mandate of UNFPA. Its multi-bilateral resources amount to about 5 per cent of overall resources.

27. The International Labour Organisation (ILO) also supported the concept of central funding through UNDP, quoting in that regard its 1987 General Conference resolution which also provides for multi-bilateral and other trust funds for technical co-operation activities. ILO was of the view that there was no incompatibility between the concept of central funding through UNDP and funding from other extrabudgetary sources as long as the latter operated in response to the development needs and national priorities of the countries concerned and in co-ordination with the UNDP country programme.

28. While the World Bank welcomed the concept of UNDP being the central funding agency of technical co-operation within the United Nations system, it pointed out that the funding of its technical assistance was not provided through its administrative budget, which covers the cost of administration, lending operations, economic and sector work and small grant activities. This funding is provided mainly through components of investment projects or by separate loans/credits associated primarily with structural adjustment lending.

29. For the United Nations Centre for Human Settlements (Habitat), UNDP must maintain a central role in the funding of technical co-operation. The size of the UNDP fund, the scope of its coverage, and the extent of its donor backing make it unique. It is this broad involvement that establishes the co-ordination capacity of UNDP and ensures intersectoral accountability. The Centre therefore relies on UNDP for financing the bulk of its operational activities. In mobilizing additional sectoral funds from bilateral or other multilateral sources for operational activities, the Centre promotes the integrated programming of these funds by linking them with UNDP through cost-sharing arrangements. Accordingly, over 85 per cent of the funding of its operational activities are channelled through UNDP with 60 per cent of these funds coming from UNDP core resources.

30. The member States of the International Civil Aviation Organization (ICAO) fully supported the central funding role of UNDP as stated in paragraph 12 of General Assembly resolution 44/211, and urged Governments to channel the maximum share of resources available through UNDP.

31. The Universal Postal Union (UPU) indicated that it has recommended to all countries to make increased voluntary contributions on a multi-annual basis to its Special Fund to cover increased postal training requirements. Likewise, it has advised that government authorities increase their allocations for technical co-operation in order to provide their respective administrations with funds to assist postal services of developing countries either directly or through UPU. Finally, UPU has urged all countries to provide, on a bilateral or multilateral basis, technical assistance in kind or funds meeting the priority needs indicated by it.

32. The Food and Agriculture Organization of the United Nations (FAO) appreciated fully the reference to the importance of core resources for operational activities and the value of the concept of central funding through UNDP. It welcomed the recognition of the value of special purpose grant resources, as its governing bodies have consistently underlined their appreciation of the contribution of its considerable trust fund programmes to technical co-operation in support of special action programmes for food and agricultural development and closely linked to its regular programme.

33. The United Nations Educational, Scientific and Cultural Organization (UNESCO) favoured reinforcing the relative magnitude of funding through indicative planning figures, but saw little use in attempting to revert the current polycentric funding of technical co-operation to the concept of central funding. It considered that coherent and well integrated aid planning at the central level could just as well be realized without such a tour de force.

34. The International Telecommunication Union (ITU) will have paragraphs 11 and 12 of General Assembly resolution 44/211 reviewed by its Administrative Council; however, it pointed out the decision of its 1989 Plenipotentiary Conference for technical co-operation to secure additional resources in order to respond better to the telecommunication needs of the developing countries.

B. Progress in the implementation of General Assembly resolution 44/211

1. General considerations

35. In paragraph 28 of its resolution 44/211, the General Assembly decided that implementation by the United Nations system in all the areas mentioned should be accomplished as early as possible, and requested the Director-General to submit a proposed three-year schedule for the implementation of the resolution by all the organs, organizations and bodies of the United Nations system to the Economic and Social Council at its second regular session of 1990.

36. At the same time, the General Assembly resolution stressed the vital importance of the full, co-ordinated and timely implementation of all modifications required of the organs, organizations and bodies of the United Nations system. In various provisions, the Assembly also addressed recommendations to recipient Governments.

(a) Nature of implementation

37. Implementation of the many specific action-provisions of General Assembly resolution 44/211 will thus take many forms. It will involve policy, programmatic and procedural adjustments. The emphasis on government-led programming, on the one hand, and on country-specific responsiveness of the system, on the other, will entail consultations with the government of each developing country. The provisions regarding decentralization involve adjustments in the distribution of various aspects of authority, including accountability, as between the headquarters, in some instances possibly the regional, and above all the country levels of the operational activities of the United Nations system for development. Many provisions of the resolution will require reorientation of perspectives among staff, and fresh consideration of personnel development, training and deployment.

38. In addition, as the initial responses of many organizations have pointed out, there are substantial linkages between various provisions and the outcome of the ongoing process in the UNDP Governing Council of examining successor arrangements to the system of support costs for executing agencies.

39. Finally, it is the clear intent of the General Assembly that the implementation be carried out in a comprehensive manner that will ensure due attention to the interrelationships between different provisions, and avoid piecemeal changes incapable of standing on their own.

40. Such a comprehensive and cross-related body of improvements and adjustments, in a polycentric and multi-tiered system of operational activities in some 150 countries and self-governing territories, is bound to take time to sort itself out into correlated streams of action. The full pattern and texture of implementation of the resolution will become more clear in coming months, once governing bodies have considered its provisions and provided their guidance to organizations, and the various ongoing parallel processes of change have emerged. Their correlation will entail intensive consultation and collaboration within the system, the facilitation of which the Director-General regards as one of his major responsibilities.

41. It follows that the process of implementation of such a resolution can only be progressively reflected in a schedule, in the sense of a timetable, paragraph by paragraph.

(b) Initial responses

42. The text of General Assembly resolution 44/211 has received significant attention in the United Nations development system. Some major organizations immediately briefed all staff, and early responses from the country level indicate keen awareness of the importance of the resolution. A number of Governments of developing countries have already begun action-consultations on it with resident co-ordinators.

43. Following the adoption of General Assembly resolution 44/211, the Director-General requested all executive heads to inform him of the proposed schedule of implementation of their organizations. At the same time, he requested all resident co-ordinators to send him initial views, in consultation with the Government, on the feasibility of two key provisions of the resolution, those concerning government/national execution, and more integrated programming by the United Nations system in response to national programme frameworks. Briefing sessions for representatives of organizations of the system were held at the Office of the Director-General and by staff attending various meetings related to operational activities across the world.

2. Three-year schedule of implementation

44. It must be reiterated that the time available to secretariats to consider and convey their responses to an omnibus resolution, and for these to be assembled for documentation for the Council, has been very short. The Director-General is most appreciative of the co-operation of the relevant entitites of the United Nations system to meet such a deadline for the preparation of a schedule.

45. The Office of the Director-General provided an outline of the resulting emergent timetable of governing bodies' consideration of General Assembly resolution 44/211, and of initial responses to many paragraphs, to the Consultative Committee on Substantive Questions (Operational activities) (CCSQ (OPS)) of the Administrative Committee on Co-ordination (ACC), meeting at the beginning of

April 1990. The form of the present report, and the adjunct timetable, reflect the suggestions made at that meeting.

(a) Decision by the Administrative Committee on Co-ordination

46. Subsequently, at its first regular session of 1990, ACC adopted the following decision (1990/3):

> "The Administrative Committee on Co-ordination, pursuant to its decision 1989/4, which was submitted to the Economic and Social Council at its second regular session of 1989, took note of General Assembly resolution 44/211. ACC recognizes that Assembly resolution 44/211 is of major significance for the operational activities of the system.
>
> "Organizations engaged in operational activities have responded to the request of the General Assembly, as set out in paragraph 28 of Assembly resolution 44/211, to co-operate with the Director-General for Development and International Economic Co-operation in the preparation of an initial three-year schedule of implementation. As the Assembly has recognized, various provisions of the resolution will require consideration by respective governing bodies; the executive heads concerned will submit the resolution to those bodies at their next appropriate sessions, and will inform the Director-General of the conclusions reached and further actions taken or envisaged for inclusion in his annual reports to the Economic and Social Council on the implementation of the resolution.
>
> "The changes and improvements outlined in the resolution will require extensive attention within and between the organizations concerned, and collaborative action on their part. ACC undertakes to address their implementation in the period 1990-1992." 2/

47. The initial and preliminary three-year schedule of implementation is provided in the appendix to the present report. The schedule reflects those actions for which specific timing is known as at the date of preparation of the present report. Inevitably, timing details are largely limited to the dates when the resolution can first be considered by governing bodies.

(b) Consideration by governing bodies

48. It will be noted from the first part, section A, of the schedule of implementation (see appendix) that most governing bodies will have considered General Assembly resolution 44/211 by the end of 1990. In some instances, organizations have advised a sequence of consideration by their governing structures extending to 1991, and in some cases in 1992. It is possible that, upon their initial consideration of the resolution in 1990, various governing bodies will decide to examine some provisions further at one or more later sessions.

(c) Reporting by the Director-General

49. The schedule also provides, in section B, the timetable of further reporting by the Director-General. In this connection, the Director-General believes that he should clarify his understanding of the documentary character and destinations of these reports, in relation to the language in the resolution.

(a) Paragraph 29 of General Assembly resolution 44/211 provides that he should submit, for the next three years, "annual reports" on the implementation of the resolution, on a consolidated system-wide basis, to the Economic and Social Council at its second regular session;

(b) Paragraph 31 of the resolution, however, provides that information on the measures to be taken to implement the provisions of paragraphs 15, 17, 18 and 20 through 24 of the resolution "be included, starting in 1991, in the annual reports of the Director-General submitted through the Economic and Social Council to the General Assembly" (emphasis added);

(c) The comprehensive analysis of the three years of implementation requested of the Director-General in paragraph 34 of the resolution in his next triennial policy review report (1992) would, of course, be submitted to the General Assembly through the Economic and Social Council.

50. Reporting on the multi-faceted implementation of this resolution will need to be kept in coherent documentary form, and be consistently received by designated bodies. To obviate doubt, the Director-General suggests that the above-cited provisions should be interpreted to mean that all reporting on the implementation of General Assembly resolution 44/211 through 1992 should be coherently assembled within the annual reports and, in 1992, the comprehensive policy review report of the Director-General submitted to the General Assembly through the Economic and Social Council.

(d) Other scheduled implementation and related actions

51. A third section C of the schedule (see appendix) includes, but under a proviso of "Recommended", reports on studies that the Director-General now proposes in connection with recommendations on which he seeks additional guidance (para. 28 of General Assembly resolution 44/211), and recommendations on organizing implementation.

52. The fourth section contains the timetable of reports requested of the Secretary-General and Director-General on specific provisions in General Assembly resolution 44/211. It also contains the timetable of submissions to governing bodies, and other processes, that have obvious bearing on implementation of various provisions of resolution 44/211 and two further recommended actions regarding certain provisions.

53. The Director-General believes that the resultant schedule augurs well, at this very early stage in the specified three-year process, for the effective implementation of General Assembly resolution 44/211. He is confident that he will be able to submit a more comprehensive timetable in his first annual report on implementation on a consolidated system-wide basis, as called for in paragraph 29 of the resolution.

54. General, and as yet untimed, responses to the provisions of other paragraphs are summarized textually hereunder.

3. Preliminary responses

55. Even at this early stage, the responses from the United Nations system to General Assembly resolution 44/211 have produced a wealth of information on activities, policies and ideas. It is clear that the resolution has been a catalyst for innovative thinking. Such thinking is naturally couched in terms of possible actions, and subject to guidance by governing bodies.

56. There follows a summary of information on implementations within General Assembly resolution 44/211 that cannot, or cannot as yet, be incorporated into the timetable. The summary proceeds through the operative part of the resolution in sequence.

(a) General

57. The World Bank advised that most of the provisions of General Assembly resolution 44/211 have limited application to the Bank, but that as a member of ACC it was bringing the resolution to the attention of staff. Observations that the Bank provided on various paragraphs are noted hereunder.

58. The Director-General of the World Health Organization (WHO) requested that, until governing bodies had considered General Assembly resolution 44/211, the endorsement by the WHO Executive Board at its eighty-fifth session (January 1990) of proposed strengthening technical and economic support to countries facing serious economic constraints, including concerted country-centred strategies and a holistic view of planning and implementation, be taken as the initial contribution of WHO to the present report. 3/

59. The High Commissioner for Refugees indicated that the Office of the United Nations High Commissioner for Refugees would draw the attention of the Executive Committee to the follow-up of the resolution, and that it supports all the measures envisaged by the resolution, especially at the country level.

(b) Objectives (paras. 3 to 12 of General Assembly resolution 44/211)

60. Most organizations provided information or comment on the several paragraphs of General Assembly resolution 44/211 iterating objectives for operational activities.

Human dimension of development (para. 3)

61. There was a strong and very positive response to that provision of the resolution. The World Food Programme (WFP) welcomed it. UNESCO noted that the human dimension was strongly supported in earlier governing body decisions; UPU noted its Congress's decision in 1989; and the Economic Commission for Africa (ECA) referred to the 1988 Khartoum Declaration, "Towards a Human-focussed Approach to Socio-economic Recovery and Development in Africa". FAO pointed out that the human dimension is a predominant feature of all main programmes; ICAO, that it is stressed in all technical co-operation; the Economic and Social Commission for Western Asia (ESCWA) that it is of first priority; and ITU that it has been a priority in its technical co-operation for two decades. The United Nations Children's Fund (UNICEF) referred to its development of time-bound goals for children-related areas; and UNFPA noted that the human dimension is continuously stressed in its programmes. The human dimension is reflected in the programme and budget of the World Intellectual Property Organization (WIPO) in the current biennium. In addition to programmes for women, children, and populations in the rural and informal sectors, ILO will be concentrating in 1990-1991 on training for employment generation, higher productivity, occupational mobility, and new skills for technological development. UNCHS is focusing its human development approach on human settlements policy and strategy formulation, and the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) on disaster mitigation. The International Atomic Energy Agency (IAEA) noted that over one third of all its assistance is in training. UNDP referred to its first human development report, and to forthcoming work to follow up on the World Education For All Conference.

Priority resources to low-income countries, especially least developed countries (para. 4)

62. A number of organizations referred to the 1990 Second United Nations Conference on the Least Developed Countries. Many provided quantitative data. Over one third of the ILO technical co-operation programmes is with least developed countries and is increasing; over half of those of UNCHS; and two fifths of WFP assistance. Over 50 per cent of current FAO activities are in Africa with a focus on low-income and small farmers of least developed countries; over half of the UNCHS Africa programme is with African least developed countries, and least developed countries have priority in the ECA Trust Fund for African Development. UNESCO governing bodies have strongly supported the intent of this provision. The UPU 1989 Congress endorsed such a focus; and it is also in the current biennial programme and budget of the World Intellectual Property Organization. ITU has a budget allocation for least developed countries; IAEA conducts special programming missions to them; UNDRO places particular emphasis on least developed countries in disaster proneness; and the focus is continuously stressed in ICAO, but depends on availability of UNDP funding.

Role of operational activities in eradication of poverty (para. 5)

63. Paragraph 5 of the resolution requested the Secretary-General to include in his 1991 report on international co-operation for the eradication of poverty in

developing countries a section analysing the role that operational activities could play in that area. WFP affirmed that it will contribute to the study; a number of organizations offered advance information.

64. ILO advised that high priority is being given in 1990-1991 to the conclusions of its 1987 High-level Meeting on Employment and Structural Adjustment, for adequate protection for the poorest and most vulnerable groups and improvement of employment opportunities in the rural and informal sections. FAO recalled that poverty alleviation is a direct focus of its major programme from the World Conference on Agrarian Reform and Rural Development, as well as large elements of most field programmes. UNCHS advised a focus in its technical co-operation on improving shelter and infrastructure for lowest-income groups.

65. Mention should also be made in this context of the 1990 World Development Report by the World Bank, which addresses the question how to reduce poverty; the new UNDP Human Development Report, which has a major focus on poverty; and a major study on world rural poverty of the International Fund for Agricultural Development (IFAD), which is expected to be released early in 1991. The Joint Consultative Group on Policy has chosen "Poverty Alleviation - A Global Challenge" as the theme of its (late August) 1990 high-level meeting, to which both UNFPA and UNICEF referred.

66. The Director-General will frame work on the section of the 1991 report of the Secretary-General requested in that paragraph to take into account the meeting and the studies noted above.

Popular participation (para. 6)

67. ILO informed that a wide range of activities is being undertaken in 1990-1991 to promote self-reliance among participatory organizations of the rural poor, and to help build such an approach into special public works programmes. FAO referred to steadily increasing recourse to popular participation, particularly among small farmers, with a special programme under the Freedom From Hunger Campaign Action for Development. The approach had been strongly supported in UNESCO governing bodies; WFP is currently studying means to co-operate more closely with non-governmental organizations, as is UNDRO.

68. UNDP is evaluating participatory projects and guidelines, and undertaking special regional training programmes in popular participation in Africa (1990) and Latin America (1991); the UNDP Governing Council has received a proposal from the Administrator for a micro-fund to finance small undertakings in the informal sector, on which new activities are envisaged in 1992. UNCHS advised that the provisions of paragraph 6 of the resolution are a major focus of the Global Shelter Strategy, and of the Danish International Development Agency/UNCHS community participation training programme. UNICEF referred to its Social Mobilization Programme, and to follow-up on the Bamako Initiative. ECA reported its organization of the International Conference on Popular Participation in the Recovery and Development Process in Africa, held at Arusha, United Republic of Tanzania, in February 1990.

69. The provisions of paragraph 6 of the resolution have a close bearing upon the eradication of poverty, and will also form part of that study by the Director-General for the 1991 report of the Secretary-General.

Women in development (para. 7)

70. Both FAO and UNESCO advised that decisions of their governing bodies were fully in line with the provisions of paragraph 7 of the resolution. ILO referred to a new women in development (WID) post in its department of technical co-operation, and four new regional advisers to support implementation of its 1987 plan of action. IAEA has an emphasis on women in its fellowships and training courses, and WIPO has special provisions in its 1990-1991 programme and budget. ICAO reported that women are becoming involved in other than traditional roles such as air hostesses, for example, in administration, as pilots, and in air traffic control.

71. UNCHS has a Programme on Women in Human Settlements Development and Management, and UNDRO has special initiatives involving women in relation to household disaster effects. Fully involving the United Nations Development Fund for Women (UNIFEM), UNDP will be paying special attention to the impact on women of special themes in programmes and projects, such as environment, poverty, education, the private sectors, acquired immunodeficiency syndrome (AIDS) and structural adjustment. The capacity of UNDP to respond to country-level information requirements on key issues of women in development is also to be strengthened. UNFPA is following up on the Governing Council's approval of a strategy giving women priority consideration in all the Fund's activities. UNICEF has supported the United Nations study on social trends and women, and emphasizes the work of the Joint Consultative Group on Policy in this as in other areas. WFP has new WID guidelines for programming, ESCWA noted that WID has continued priority support, and ECA is following up on the Arusha Strategy on Women in Science and Technology, and on advisory services to strengthen national WID machinery in Africa.

72. A number of collaborative activities have been initiated by the Joint Consultative Group on Policy at the headquarters policy level as well as at field level. A critical mass of personnel and staff expertise is being created for mainstreaming women in the development process. Suitable training programmes are being developed, and a Joint Consultative Group on Policy/women in development training workshop will be held in francophone West Africa in September 1990. A collaborative project on WID among Joint Consultative Group on Policy agencies is also being developed in China.

73. As noted elsewhere, the Director-General will be providing a special report to the Economic and Social Council and the General Assembly in 1991 on women in development in operational activities.

Children and youth (para. 8)

74. UNICEF advised that it will support system-wide implementation of the welcome provision in paragraph 8 of the resolution, and referred to the 1990 Summit for Children. ILO informed of new efforts to treat child labour on a multidisciplinary basis, and in support of jobless untrained youth. UNESCO noted strong support in previous governing body decisions, and WIPO noted relevant provisions in its current biennial programme. UNDRO gives priority attention to school buildings resistance and anti-hazard drills. The governing body of WFP is to consider a special report on food aid in basic education. UNDP referred to domestic development services of United Nations Volunteers programme. UNFPA advised of having many children-and-youth-related programmes, and looked forward to participation in the Summit for Children. ESCWA will be intensifying regional and national collaboration in these areas, and ECA is following up on the many related provisions in the Khartoum Declaration.

Resource mobilization (paras. 11 and 12)

75. As earlier noted, for coherence within the present report the responses of organizations to the provisions of paragraphs 11 and 12 of the resolution dealing with resource mobilization have been covered in section II A above.

Full use of national capacities (para. 13)

76. As paragraph 13 introduces much that follows in the resolutions, many organizations addressed its specifics under later paragraphs. However, ILO advised that that provision will be addressed in a guidance circular to staff on the preparation of the fifth UNDP Programme Cycle. FAO noted that it is a predominant feature of all of its operational activities; UNIDO noted that it had been reaffirmed by the Industrial Development Board in 1989; and ICAO noted that it is the predominant role of its technical co-operation programme. UNCTAD advised that it will be given increased attention in programmes, as did UNFPA.

77. UNCHS, noting that use of national capacities is a major feature of all its operational activities, informed that some 50 per cent of its field staff are national experts, and that data bases on national capacities in human settlements are now under development. UNDP referred to the introduction in January 1990 of its new Development Support Service consultancy scheme, and recalled that it is presenting to the UNDP Governing Council in 1990 a proposal for country-level research on precise capacity-building indicators and expanding use of the Management Development Programme.

78. UNICEF noted that all its programmes are implemented through national capacities.

Structure the United Nations system at the country level to correspond to programmes of the country (para. 15)

Paragraph 15 (a): Provide ongoing multidisciplinary advice and support to Government:

79. UNICEF observed that that provision is inherently ongoing for the Fund from its mandate. ESCWA advised that it would continue to offer to participate in such country-level exercises. UNDP, noting that that provision relates to examination by the Governing Council of successor support costs and recommendations by the Administrator, advised that it is supporting an increasing number of multi-sectoral programmes. It is convening multidisciplinary sectoral reviews, developing alternative policy options with Governments, and anticipates the use of the new Development Support Service for multidisciplinary teams.

Paragraph 15 (b): Reinforce team-leadership capacity of United Nations resident co-ordinators through, inter alia:

(i) A clarified and strengthened mandate from ACC

80. Organizations responding to the specific provision in paragraph 15 (b) (i) of the resolution expressed support and a readiness to proceed on the basis of the work of the CCSQ (OPS). That Committee adopted a consolidated text as constituting guidelines, at its June 1990 session. The text will be conveyed to resident co-ordinators by the Director-General and to respective field representatives by executive heads and would be appropriately incorporated by each organization into the terms of reference of those representatives. The text is provided as an addendum to the present report (see A/45/273/Add.3-E/1990/85/Add.3).

81. In his 1989 report (see A/44/324/Add.3-E/1989/106/Add.3, para. 98 (b)), the Director-General recommended that attention be given to incorporating officially de facto responsibilities that include: emergency situations, humanitarian and relief operations; new approaches to collaborative programming; simplification and adaptation of procedures; country-focused resource mobilization; management of information systems, including data banks or local capacities, suppliers, etc.; the regional dimension of development co-operation; and public information on development issues. This will be examined with members of CCSQ (OPS).

82. In addition to references to the work of CCSQ (OPS) in this context, UNICEF noted its support for the new training scheme, and UNDP advised that it is introducing a new performance appraisal and evaluation system covering resident representatives; that it will be improving senior staffing; and that it has proposed teamwork training. While fully supporting the provision, WFP noted that it believes the resident co-ordinator should not also carry the burdens of operational activities, or the representational duties, of any one organization.

(iii) Closer co-operation at the country level of field representation of the United Nations system with the resident co-ordinator

83. In the context of the provision in paragraph 15 (b) (iii) of the resolution, and others in the resolution drawing attention to the need for improvements in country-level coherence and staffing, at its April 1990 session CCSQ (OPS) adopted on an experimental basis a new United Nations system programme in "The Management of Field Co-ordination", comprising an orientation programme for resident co-ordinators and other field representatives. Based on a proposal prepared by UNDP, it is designed to be complementary to the individual training programmes of organizations, with development costs to be shared by participating ACC members (together with a most welcome grant from the Government of Switzerland). The overall management and administration of the scheme is entrusted to the ILO International Centre for Advanced Technical and Vocational Training at Turin, with an Advisory Panel (in which the Office of the Director-General will participate). Some five workshops for resident co-ordinators and field representatives are to be held during 1990-1991, each over 10 days and consisting of 22 to 26 participants invited from a limited number of countries, in order to bring together members of specific country teams. Evaluation will be built into the process to enable decisions on the future of the programme after 1991. The Director-General commends this important development to Member States as a good example of how the United Nations system can indeed work together towards objectives enunciated in General Assembly resolution 44/211, and of effective work by the CCSQ (OPS).

84. In their responses to paragraph 15 (b) (iii) of the resolution, FAO and UNESCO noted that they support the initiatives of the CCSQ (OPS) in that regard. ILO and UNICEF advised that their field staff have already been instructed to that effect. UNICEF also affirmed its participation in the proposed joint training scheme, as also UNDP. UNIDO recalled its new (1989) Memorandum of Understanding on the integration of UNIDO field representatives with UNDP offices, and noted that its Programme and Budget Committee will be further reviewing that question in 1990. The ITU advised that it has outposted seven area representatives, and UPU, six new regional advisers, who will work closely with resident co-ordinators. UNFPA expressed full support and informed of revised job descriptions of its country directors and representatives, respectively.

Paragraph 15 (c): Analyse ways of providing multidisciplinary advice from the United Nations system, including concept of multidisciplinary teams

85. As noted in the schedule of implementation, the provision in paragraph 15 (c) of the resolution requests the Director-General to provide such an analysis in his report in 1991 and, as such, did not indicate a need for an implementation response at this time. However, a number of organizations affirmed their readiness to collaborate in the Director-General's analysis, and others in the future advice itself. UNCTAD expressed support for such multidisciplinary work, and UNDP noted that it would support it through Development Support Service initial funding. UNICEF informed that its country representatives would be instructed to support such teams; the Department of Technical Co-operation for Development of the United

Nations Secretariat advised that it would instruct its technical advisers to be ready to join in such multidisciplinary exercises; UPU and the Economic and Social Commission for Asia and the Pacific (ESCAP) advised that their regional advisers would participate as the exercises evolved; and ECA that it was conducting a related study of its Multinational Programming and Operational Centres (MULPOCs).

86. UNCHS reported that it is increasing the use of multidisciplinary analysis and needs assessments for human settlements, and that it could expand it, subject to support costs decisions. WIPO noted the need for arrangements to ensure the availability to Governments of sectoral inputs from smaller organizations.

Paragraph 15 (d): Establish common premises at the country level without delay:

87. FAO responded that it would comply where feasible and cost-effective, and depending on government preferences. UNESCO would seek discussion in CCSQ (OPS), and will submit the provision to its Executive Board. UNIDO noted that common premises are the rule for its country staff, as did UNFPA. WFP noted that it shares common premises in the majority of cases and is fully prepared to increase that procedure wherever possible and cost-effective.

88. UNICEF advised that the Executive Director was submitting a proposal to its Executive Board for funding to establish common premises in 15 developing countries. The Sub-group on Common Premises and Services of the Joint Consultative Group on Policy has an organized work-plan for 1990-1993. At the first 1990 General Meeting of the Joint Consultative Group on Policy, it was reported that steps have been initiated in some 21 countries to construct common premises. In several of those countries organizations' resources are being combined with those from the private sector in imaginative ways for financing the costs of construction. The Director-General will provide a consolidated progress report to the General Assembly at its forty-fifth session in the light of governing bodies' decisions.

Urgent need to improve field representation of the United Nations system (para. 16)

89. ILO advised that a study of the functions of its field representation is under way, and FAO, affirming that it will contribute to the report, recalled that the FAO review had studied its representation in detail. UNESCO advised the creation of an office for field unit co-ordination; ICAO advised that it will further examine field staff selection; and the International Trade Centre UNCTAD/GATT advised that it is reviewing its structure. ICAO, WFP, and UNFPA assured full co-operation in the report, and ECA noted that its review of MULPOCs would be available. UNDP will also collaborate fully, noting that implementation of the 1983 report of the Joint Inspection Unit (JIU) on strengthening UNDP country offices, and ongoing UNDP Governing Council discussions on the question of net-contributor status countries, would be relevant inputs. The Department of Technical Co-operation for Development of the United Nations Secretariat advised that it could consider pilot staff assignments in UNDP offices.

More integrated and co-ordinated programming of United Nations system co-operation (para. 17)

90. A number of organizations responded with observations that applied both to the chapeau and to subparagraph 17 (b) of the resolution calling for organizations to adapt their programming processes to base them upon national programme frameworks. ILO noted that it is studying improved methodology for needs assessments. FAO stated that it supports government programming exercises. WFP was prepared to participate in it; UNFPA would support it; and UNICEF would issue detailed instructions to staff. UNDP agrees in principle, noting its current reviews of related mechanisms, and that co-ordination was under discussion with resident representatives. The Department of Technical Co-operation for Development advised that it will consult with UNDP to devise country-level mechanisms. UNCHS suggested that it could assign selective field advisers to UNDP offices to serve several countries, noting that support costs also bears on these provisions.

Paragraph 17 (c): Harmonize programme cycles of all funding agencies

91. Members of the Joint Consultative Group on Policy referred to their agreement in principle to instruct their country staff to proceed with harmonization of cycles in consultation with Governments. At the first 1990 General Meeting of the Joint Consultative Group on Policy in May, members approved the text of a letter from executive heads to that effect. In the view of the Director-General, that joint decision constitutes already a most important step forward in the implementation of General Assembly resolution 44/211. The text is reproduced in an addendum to the present report (see A/45/273/Add.3-E/1990/85/Add.3, annex).

Paragraph 17 (d): Shift from project approach to a programme approach

92. Again, organizations provided a wealth of responses to the important provision in paragraph 17 (d) of the resolution. ILO advised that it will strengthen its research and analytical work; UNESCO, that it had created and is already strengthening a new division for policy elaboration and sector analysis; FAO that it would be involved in more development of programme approaches in its sector and sub-sectors. UNIDO recalled its establishment in 1989 of a special new unit for integrated programme development; a reorientation of research towards programming; and a sharpened country focus at its headquarters. UNCTAD and WFP expressed their readiness to support the provision, and UNFPA advised that guidelines are being tested for its process of programme review and strategy development.

93. UNDP has commenced internal examination of the issues likely to be raised by a shift to a programme approach and has begun discussions with Governments. Guidelines will be developed in 1990, also drawing on several case studies, to be followed by consultations with executing agencies as soon as basic concepts have been examined at a preliminary level. UNICEF advised that all its activities are already developed through a programme approach.

94. The Director-General notes in this context that in the independent study under paragraph 17 (g) of the resolution, the consultant has suggested in paragraph 50 of his study (A/45/273/Add.2-E/1990/85/Add.2, annex) that consultations on the evolution of a programme approach might be expanded to discussion by the CCSQ (OPS) for wider adoption within the system. WIPO expressed interest in a CCSQ (OPS) process.

Paragraph 17 (e): Programme non-emergency food aid coherently to ensure full integration with government development programmes

95. WFP expressed special appreciation of the provision in paragraph 17 (e) of the resolution and will fully support its implementation. UNCHS referred to its special collaboration programme with WFP for technical support to Governments, especially in rural housing and infrastructure development, and programmes reaching vulnerable groups. UNDP looked to further harmonization of programming and integration with national plans being achieved through the Joint Consultative Group on Policy, and on a country-specific basis. The Executive Director of UNICEF has noted that provision in his observations to the Executive Board on General Assembly resolution 44/211 and the Fund's active co-operation with WFP to help achieve more effective integration. 4/

96. The Director-General has submitted a recommendation on that subject in section D of the present report.

Paragraph 17 (f): Organizations participating in programming are invited to increase efforts towards integrated programming under leadership of Governments

97. There was again wide support for the provision in paragraph 17 (f) of the resolution, with virtually all organizations responding by expressing readiness to co-operate in its implementation. UNICEF affirmed its support, for goals and strategies at country, regional and global levels. UNCHS suggested that human settlements advisers and its new integrated information systems could contribute. UNDP recalled that Governing Council Decision 89/20 gave explicit attention to that issue. UNDP also recognized that the creation of multidisciplinary teams would be an important further step in that regard, while also observing that it must further develop the concept of integrated programming to include programme implementation.

Paragraph 17 (g): Director-General's study on the concept of a document containing the integrated response of the United Nations system to national programme frameworks

98. As reported elsewhere herein, organizations have fully collaborated with the Director-General's consultant who has prepared the study requested, which is submitted as an addendum to the present report (see A/45/273/Add.2-E/1990/85/Add.2).

Paragraph 18: Enabling Governments to assume execution of programmes and projects funded by the system

99. Organizations indicated full commitment or broad support to the general provisions of paragraph 18 of the resolution on national execution, reflecting the considerable discussion on the matter in the last few years. ILO referred to a definite and accelerated move towards full government management, and ICAO and ITU indicated that the provision would be implemented so far as national capacities permit. FAO noted that there has been a definite and accelerated move towards full government management and staffing for the project operations with which FAO is associated (there are now almost 400 national directors of FAO field projects). That has occurred with the consistent encouragement and support of governing bodies of FAO. IFAD noted that projects are implemented under government responsibilities; the World Bank noted that the borrower is solely responsible for implementation; and UNICEF noted that its programmes are entirely under national execution modalities.

Paragraph 18 (a): Adapt rules and procedures for national execution, while enabling Governments to use expertise available within the United Nations system

100. There was full readiness to work on the adaptation of rules and procedures called for. UNDP noted that the Administrator was preparing a report on that matter for the UNDP Governing Council; IAEA and UNCTAD advised that they would follow any new UNDP procedures on the modality. UNFPA advised that its guidelines on programme review and strategy development are already adapted for the national execution modality, and that further adaptation would be made as necessary following a Governing Council study of UNDP procedures. UNICEF informed that it is continuing country-level revisions of rules and procedures with Governments.

101. The United Nations Industrial Development Organization (UNIDO) noted that the question has system-wide implications and is under ACC examination. FAO and WIPO noted the relation between those questions and successor support costs, and FAO also referred to ongoing work in the CCSQ (OPS), which ITU also noted. ICAO and the World Meteorological Organization (WMO) referred to the importance of maintaining high standards of execution. WIPO and UNCHS emphasized the importance of mechanisms to ensure effective use of the expertise available in the system; WIPO also noting the importance of successor support costs arrangements in that regard. The Department of Technical Co-operation for Development of the United Nations Secretariat will intensify more flexible support for national execution and, if funding is provided, undertake training exercises for national directors of the executed projects of the Department.

Paragraph 18 (b): Simplify and harmonize procedures (along programme/project cycle) in consultation with recipient Governments

102. There was an entirely positive response to this key provision in the General Assembly resolution, which was of course seen in close relation to subparagraph 18 (a) of the resolution. UNFPA envisaged that there should be

country-level action towards simplification and harmonization, covering both the United Nations system and government procedures, through the Joint Consultative Group on Policy. UNCHS strongly urged more transparency and operational universality in the procedures adopted for realization of the objectives of both paragraphs 18 and 19 of the resolution. The Director-General addresses the question of forward steps elsewhere in the present report.

Paragraph 18 (c): Governing bodies should review budget, audit and other relevant practices, with a view to taking specific decisions to promote national execution, programme approach and improved advice

103. Since the provision is specifically addressed to governing bodies, organizations for the most part subsumed it within their advices on timings of submission of the resolution as a whole to those bodies. UNICEF noted that its financial rules were revised in 1988, and that its programme budgeting processes permit country-level adaptation. UNDP noted extensive review and revision of financial and audit rules in 1989.

Initial responses from resident co-ordinators regarding national execution

104. The Director-General asked resident co-ordinators to provide their overall estimates of the applicability of paragraph 18 of the resolution in their countries of assignment. Responses so far received from a total of 35 resident co-ordinators (16 in Africa, four in Arab States; eight in Asia and the Pacific; six in Latin America and Caribbean; and one in Europe) came from a wide enough range of developing country contexts to warrant noting here.

105. The responses reveal a strong interest by developing countries in a greater use of government/national execution. Only four respondents explained that, owing to special current conditions, government policy was not at present oriented towards this modality. The large majority either offer excellent or very good policy conditions for its wider application.

106. However, while the policy context is favourable, and in some countries significant increases in national execution have recently occurred, in about two-thirds of the countries the modality is still a minor element in technical co-operation projects supported by UNDP.

107. Responding resident co-ordinators provided a useful picture of two main constraints to the use of the modality to date, and the measures needed to alleviate them:

(a) Difficulties with rules and procedures, from those for approvals to those related to financial rules and regulations, such as reporting, audit requirements, currency problems and the release of funds. A number of responses also noted that national procedures involved for government/national execution were lengthy, and not compatible with those of the United Nations system. Those problems, it was generally reported, could be alleviated by simplification, harmonization, and greater flexibility;

(b) Lack of human resources, including inadequate national civil service conditions, lack of trained managers, and heavy turnover of qualified national personnel. Expanded training programmes for national personnel, and the preparation of appropriate operational guidelines were the primary measures that could alleviate those constraints. The building-up of actual experience in use of the modality was a further point mentioned.

108. The continued support of the UNDP country office is considered by many respondents as an essential element in the expansion of this modality, and several resident co-ordinators reported the establishment with UNDP assistance of programme-support units within Governments to manage nationally executed projects.

109. There was clear support for having the continued co-operation of agencies of the United Nations system in the expansion of that form of execution.

110. The Director-General notes that the information provided from this initial sample closely corresponds to previous findings, including the case studies and integrated country reviews he has conducted.

111. The phenomena and problems needing to be addressed are thoroughly discussed in the report of the Administrator of UNDP that he has submitted to the UNDP Governing Council at its thirty-seventh session. 5/ The Director-General agrees with the Administrator in his identification of policy thrusts involved: national execution as the ultimate modality; full accountability of the funding organizations; reaffirmation of the partnership principle, bearing in mind the need to redefine the participation of the specialized agencies and technical entities of the United Nations system, in particular in providing technical support on request; the shift to a programme approach; and increased decentralization and delegation of authority. He further welcomes the Administrator's view that "the significance and force of these policy thrusts lie in their cohesion as an integrated policy package. They will either prevail together or meander fruitlessly in isolation". 6/

112. The report makes a very important and useful distinction between "execution", which is inherently the government's responsibility, and "implementation", which can use a broad range of national and, where desired, international institutions. 7/

113. The Director-General is convinced that the broad prospects for the progressive implementation of paragraph 18 of General Assembly resolution 44/211 over time are positive. The signals from the United Nations system as a whole are affirmative. The UNDP Governing Council will consider the Administrator's proposals in mid-1990, as also critically important related questions, including those concerning successor arrangements for agency support costs, and local costs including salary supplements. The CCSQ (OPS) can become a valuable forum for collaboration on the substantive and technical refinement of the new approaches into operational terms that will be needed.

Paragraph 19: Redefine participation of specialized agencies and technical entities of the United Nations system towards the provision of technical support to Governments, as well as a supportive technical role in the project cycle, as requested by Governments

114. Responses on the provision were also positive, but naturally linked appropriate and effective implementation, on a system-wide basis, with the question of successor support costs arrangements.

Paragraph 20: Improve provision to Governments of information on the capacities and needs of other developing countries

115. There was a large and supportive general response to the provision. ILO affirmed that efforts would be made to strengthen application of its established policies of technical co-operation among developing countries, especially through its network of regional and interregional advisers. FAO informed that its existing 60 or so networks of developing countries are to be augmented by about 30 more. UNESCO welcomed the provision, but noted that the consideration of support costs arrangements are relevant. UNIDO referred to its 1989 General Conference decision on economic co-operation among developing countries/technical co-operation among developing countries resulting in computerized databases. UNFPA, agreeing with the provisions's emphases, advised that it uses the UNDP database and is strengthening its own, and access to it by field offices and national institutions. IAEA referred to its international nuclear-information system; ICAO advised that its new global TRAINAIR system especially emphasizes sharing civil aviation training material with developing countries. UNCHS noted its new directory of human settlements training institutes in developing countries, and UNICEF its study visits of policy-makers to other developing countries, which it would accelerate as part of its strategy for the 1990s.

Technical co-operation among developing countries expert meeting

116. In his report for the 1989 comprehensive policy review, the Director-General presented detailed recommendations on technical co-operation among developing countries (A/44/324/Add.3-E/1989/106/Add.3, paras. 31-38). Some of those had already been endorsed by the High-level Committee on the Review of Technical Co-operation among Developing Countries, at its session in September 1989. Further to its decision 6/3, the Administrator of UNDP convened a meeting of technical co-operation experts in April 1990, in order to identify clearly the impediments to technical co-operation among developing countries and changes to be introduced so as to enable its incorporation into all programmes and projects financed by the system.

117. The report of the experts 8/ will be considered by the UNDP Governing Council and the High-level Meeting. Its basic recommendatory thrusts are already receiving attention in regional intergovernmental forums. They address many of the improvements recommended by the Director-General. He will report further on that dimension of technical co-operation in relation to paragraph 20 of General Assembly resolution 44/211, as necessary.

118. A recommendation by the Director-General on information flows and systems, contained in section D of the present report, also has bearing on the provision.

Paragraph 21: Substantially increase procurement from developing countries, while paying due respect to international bidding; and emphasize importance of setting specific goals

119. Organizations expressed full readiness to seek to increase procurement from developing countries to the extent possible. ILO referred to active collaboration with the Inter-Agency Procurement Services Office (IAPSO), as did ICAO, ITC, and UNIDO, which also informed of new procedures installed in 1989. ECA and WIPO advised that they would issue appropriate new guidelines. The Department of Technical Co-operation for Development of the United Nations Secretariat will consult with IAPSO, and is considering decentralization of UNDP country offices to enhance local procurement. WFP is also delegating more authority to the country level for local procurement. ICAO, IAEA and ITU saw limited applicability of the provision in terms of their procurement. Noting that 75 per cent of its procurement is from developing countries, IFAD affirmed that it would seek to sustain that high proportion, and UNCHS similarly for its present 60 per cent. The World Bank informed that in 1989 14 per cent of contract awards were to developing country suppliers, and the Bank is keen on improving that proportion. UNFPA advised that it would endeavour to double such procurement by 1993. UNICEF has new procedures that are expanding local procurement and delegating more purchasing authority, and a new system for identifying countries of origi and monitoring.

120. Organizations have expressed some doubt about the question of setting specific goals for increasing procurement from developing countries. UNESCO informed that it would have to refer the provision to its Executive Board. FAO advised that it would look forward to proposals from the Director-General on the provision. He will develop these, consult all concerned organizations and report further.

Paragraph 22: Increase procurement from under-utilized major donor countries

121. Concerning the provision in paragraph 22 of the resolution, UNDP advised that the relocation of IAPSO to Copenhagen is already producing results. ICAO noted that it follows UNDP policy in the matter. UNICEF advised of increased dissemination of invitations to bid, and strengthening links with commercial networks.

Paragraph 23 (a): Within broad programmes and projects approved by governing bodies, delegate approval authority for specific programmes/projects to the country level

122. It is clear from responses received that organizations are fully cognizant of the importance attached by Member States to decentralization to the country level. ITU, WMO, and WFP advised that those provisions would require consideration by their governing bodies.

123. ILO advised that a study on headquarters/field relationships, and related internal recommendations, would be reviewed, and that staff rotation will also be enhanced. FAO noted that its recent review had emphasized decentralization; that selective delegation of authority to representatives is under way; and that costs of strengthening field establishments were to be spread over several biennia. In an interim response, UNESCO advised that it does plan delegation of increased authority over 1990-1992. UPU foresaw a gradual delegation of authority to its new advisers, and ITC regarded the provision in the framework of support to resident co-ordinators. The Department of Technical Co-operation for Development advised that it could consider decentralizing certain authority to UNDP resident representatives.

124. UNDP fully supports the provision, and is studying recommendations that will balance such delegation of authority with improved headquarters input on policy issues. The Administrator will make recommendations to the UNDP Governing Council. UNDP also referred to a current management study on redeployment of staff to country levels. UNCTAD indicated that it would follow the responses of UNDP.

125. UNFPA advised that it will closely review its recent (1988) decentralization measures, and pointed out that it intends to enhance country-level capacity with national expertise. UNICEF advised that it already fully complies with that provision of the resolution.

126. The Director-General foresees that a process seeking to align the results of governing bodies' decisions, and the various secretariat studies and proposals noted above should be a task for the CCSQ (OPS) in 1991.

Paragraph 23 (b): Country offices should have the flexibility to make project budgetary revisions

127. In addition to the responses noted above, ICAO noted that it favours delegation of additional monetary authority to the UNDP Resident Representative. UNDP agrees in principle with the provision and is committed to moving forward. UNICEF advised that it already complies with such delegated authority for budgetary revisions of projects during implementation.

Paragraph 24: Accountability

128. ILO believed that a great deal of accountability and transparency for the use of funds in operational activities is ensured through periodical reporting to its governing body, internal audit procedures, evaluations, and the biennial external audit report, which includes activities financed extrabudgetarily. WMO believed that it followed good management and accounting procedures, and WIPO described its comprehensive procedures. FAO advised that its review had led to measures for more systematic reporting in governing bodies and main technical committees on operational activities, beginning in 1990-1991, and to accelerated computerization of data on such activities. FAO was prepared to co-operate with UNDP in testing improved management information systems at the country level.

129. UNESCO advised that the relevant financial control services had been asked for views on those recommendations, and noted that some provisions would need referral to the Executive Board. UNIDO referred to a revised format for programme and budget, and noted that its Committee on Programme and Budget would examine those provisions of the General Assembly resolution. ICAO noted that a high-level independent evaluation of structural, operational and financial aspects of its technical assistance bureau would have a bearing. ITU informed that more emphasis will be placed on technical accountability and professional excellence, increased project monitoring and evaluation.

130. UNCTAD referred to recent improvements, and indicated that it is prepared to prepare proposals in line with others envisaged in response to the General Assembly resolution. UNCHS described existing procedures, and referred to an in-depth evaluation of programmes over 1984-1989, which is to be reviewed by the Committee on Programme and Co-ordination in 1990. UNICEF noted that its current system of decentralization includes country-level accountability mechanisms; assistance to Governments; and multi-year review and revision of working procedures by its executive board. UNICEF offered its experience with decentralized programming to its partners in the United Nations system.

131. UNDP advised its full acceptance of the need to develop new and simplified mechanisms for accountability. It is reviewing the recommendations in subparagraph 24 (a) of the resolution, and will collaborate with the Joint Consultative Group on Policy and the Consultative Committee on Administrative Questions (Finance and Budget) thereon. UNDP believes it has made good progress in assisting governments with the matters addressed in subparagraph (b); stands ready to assist specialized and technical agencies over subparagraph (c); and continues to provide, on request, proposals for subparagraph (d) improved methods of work of its governing body.

132. Country offices have been asked by UNFPA to indicate how they could play a greater role in enhanced accountability. UNFPA will intensify and improve training of country staff in financial accounting and auditing, and assistance to Governments on request. WFP advised that it is currently assisting Governments in improving monitoring and simplifying project reporting; it will develop new methods of ensuring accountability in step with decentralization and a more programme-oriented approach.

Paragraph 26: <u>Re-examine organizational structures and staff deployment in support of requirements of decentralization to the country offices</u>

133. ILO noted that decentralization is established policy in the 1990-1995 medium-term plan. ILO envisaged strengthened country offices, or ILO staff attached to UNDP offices in countries with substantial technical co-operation activities in its fields, and improvements in staff rotation. FAO advised that the provisions of paragraph 26 of the General Assembly resolution are the prerogative of governing bodies. UNESCO noted that its timetable for staff deployment over 1990-1992 was in preparation, and ITU advised that some redeployment was envisaged in current restructuring.

134. In UNDP, recommendations for redeployment to the country level are under active review. The Department of Technical Co-operation for Development advised that it could propose, for review by the relevant bodies, pilot staff assignments to UNDP country offices. UNICEF has extensively redeployed staff in the previous biennium, and well over 80 per cent of staff are now in field offices. UNFPA advised that organizational structural changes and redeployment measures initiated in 1987 are now completed; 1990 and future staff increases, and deployment, are to emphasize the country level, including major increases in national professional staffing.

Conclusion

135. The foregoing has necessarily been a summary report of the initial responses of the United Nations system to those aspects of implementation of General Assembly resolution 44/211, on which specific timing cannot yet be scheduled, or precise forward details be provided. The Director-General believes that the overall picture is very positive and promising. The number of references to aspects of provisions on which organizations are already at work is a good reflection of the United Nations system's recent increased responsiveness to evidence and expression of need for change and re-adjustment. The resolution has assembled together those trends, and has stimulated their consideration comprehensively with further needs of coherent adjustment and improvement. A good deal is thus already in motion within the system across the large expanse of the intent and coverage of Assembly resolution 44/211.

Next steps on scheduling

136. The Director-General believes that all partner organizations and agencies in the United Nations system will agree on the need for creative collaboration to refine the three-year schedule of implementation, so that a wider, timed range of actions on the resolution can be incorporated in it and effectively monitored.

137. This progressive time-tabling is by no means needed solely for neatness, or ease of monitoring by governing bodies. As has been noted throughout the process of the triennial review, and the consideration of General Assembly resolution 44/211, the problems and needs addressed are heavily interconnected, with sound and sensitively architectured action on one being dependent on related movements. In addition, the effect of decisions and guidance of the many governing bodies will need to be seen in their interrelationships, and above all in the aggregate effect at the country level. At the same time, the Director-General believes that all concerned will need to take care to preserve in the concerted new approaches the degree of flexibility in order to ensure that the country-specificity of the system's responses to individual developing country needs will emerge enhanced. Finally, among the many *desiderata* for this major exercise in reform and innovation, the outcome must surely enhance co-ordination and programming with the United Nations system that is genuinely led by each country's government and national institutions.

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C. National programme frameworks and integrated operational response by the United Nations system

138. In paragraph 17 (g) of General Assembly resolution 44/211, the Director-General was requested to conduct an independent study of the concept of a document containing the integrated operational response of the United Nations system at the country level to the national programme framework of the recipient government (para. 17 (a)) for operational activities for development, which would give greater coherence to existing programming instruments. The Director-General was requested to submit that study to the General Assembly at its forty-fifth session, through the Economic and Social Council. He was further requested to include an analysis containing his views on the impact of that approach, in particular on the role of the resident co-ordinator, on the leadership role of UNDP, and on the relationship and relevance of such an approach to the existing co-ordinating mechanisms of the United Nations system at the country level, such as national technical co-operation assessment and programmes, round tables and consultative groups, and possible ways to implement the relevant elements contained therein.

139. The study has been carried out by a senior consultant and is provided in an addendum to the present report (A/45/273/Add.2-E/1990/85/Add.2). The following is the consultant's executive summary.

1. Summary

140. The concept of a document containing the integrated response of the United Nations system at the country level to the national programme framework presupposes the existence of such frameworks, which in fact is not the case. The study accordingly is focused on (a) developing an operational national programme framework by each recipient Government; (b) linking of the existing programming processes of various United Nations organizations through a joint appraisal mechanism orchestrated by the Government at the country level; and (c) strengthening the role of the United Nations resident co-ordinator for mobilizing the United Nations system's support to the Government for the development of the national programme framework and for the organization of the appraisal mechanism through which the existing programming processes will be linked. The latter would involve the setting up of an appraisal and action committee chaired by an influential government representative. The conclusions of that committee on the initial scrutiny of the individual country programmes would form the basis for the elaboration of the "document" envisaged in paragraph 17 (g) of General Assembly resolution 44/211 to reflect the integrated operational response of the United Nations system at the country level to the national programme framework.

141. The underlying premise of the study is to transfer responsibility for resource management effectively to the recipient countries.

142. Specific proposals for action emphasize the need for harmonization of programming cycles and reaching a common understanding within the United Nations system about the definition of a project and a programme, the latter as distinct from the country programme; format and content of project, programme and country programme documents; the periodicity and content of progress and terminal reports; monitoring and evaluation arrangements; accounting and auditing procedures; programme execution and implementation modalities; use of national experts and institutions; provision of monetary incentives to national civil servants; assistance to the private sector and non-governmental organizations; and other similar issues on which a common approach is desirable and feasible. It is recommended that consultations be started by the resident co-ordinators with Governments about the nature and content of the national programme framework and the setting up of an appraisal and action committee.

143. There is growing awareness within the United Nations system on the need for change, and a wide measure of agreement on the direction in which the changes should take place, but movement in those directions has been restrained in the past by the absence of a suitable mechanism with sufficient authority to initiate action and monitor progress.

2. Initial observations

(a) Consultation on the study

144. The Director-General believes that the study provides a good basis for further examination of the proposals in paragraph 17 of General Assembly resolution 44/211. He has requested resident co-ordinators to obtain the reactions of Governments and the United Nations country team and to provide their own views of the impact of such an approach on the role of the resident co-ordinator. The study was simultaneously sent to the headquarters of all members of the CCSQ (OPS) seeking their reactions. The Director-General will analyse those responses in a conference room paper for the Economic and Social Council. At that time he will, in addition, provide his own more detailed views, as requested in paragraph 17 (g) of the resolution, and will therefore make only initial and broad observations in the present report.

(b) The context

145. It may be useful to recall briefly the context and origin of paragraph 17 of General Assembly resolution 44/211, and of its subparagraph 17 (g).

146. Essentially, it stems from the long process, dating back General Assembly to resolution 32/197 of 20 December 1977, of attempting to bring about more coherent programming of the resources for operational activities of the United Nations system through use of the UNDP Country Programme as a common "frame of reference". The Director-General reported on it for the 1989 comprehensive policy review (A/44/324-E/1989/106, paras. 212-223). A wide range of consultations and surveys within the system, culminating in the report of an independent consultant, found

that the usefulness of the UNDP Country Programme was limited by a number of factors (ibid., Technical paper No. V, "Programming of operational activities of the United Nations system"; and A/44/324/Add.2-E/1986/106/Add.2, paras. 103-133). In his report, the Director-General then addressed the concept of "Collaborative programming with the Governments - a common United Nations response". In his subsequent recommendations to the General Assembly (A/44/324/Add.3, paras. 68-69), he invited Member States to review the concept of a common country statement. In Assembly resolution 44/211, as already noted, they called for the study now provided.

147. From this total perspective the introduction of such a programming process would involve and achieve very much more than merely elaborating a common statement. It is a prime example of the close interrelationship of the provisions in the resolution's entire action plan.

148. At the level of the objectives and substance of the United Nations system's operational activities, the concept of national programme frameworks and integrated operational responses from the system offers major opportunities. The possibility of more strategic use of food aid will be noted later. Some other examples may be briefly mentioned.

149. Especially in smaller and least developed countries, synchronous or harmonized programming processes would enable far more coherent attention to needs in human resource development along the human life cycle. Governments could also be better served in addressing critical poverty on geographic or zonal bases, where the country team could assist with synchronized and correlated needs analysis, and the available resources of the system (hopefully also of other interested donors) could be programmed, or cluster-programmed, against a single "sub-national" programme framework. Such frameworks could afford greater care with systemic and infrastructural needs so often neglected because of lack of synchronous resourcing and programming. Requirements such as alternative energy and environmental conservation, human settlements, non-farm income generation, appropriate vocational training for youth, and telecommunications and transport development, would have far greater chance of being met with advice and other assistance from the relevant entities of the system.

150. The concept would also offer new opportunities for addressing problems of sustainability of domestic resource-inputs that are becoming increasingly evident and severe. To cite but one illustration of those interrelationships, the synchronous pre-programming analysis and then programming processes envisaged might afford a far better opportunity for Governments, with partners of the United Nations system, to address the increasingly difficult problem of local (for example, salary) support costs on a coherent basis with greater chance of sustainability.

(c) Desiderata

151. As has been suggested briefly earlier in the present report, the process of implementation of General Assembly resolution 44/211 is going to involve the use,

and the convergence to a much greater extent than hitherto, of many conceptual terms and phrases. As the consultant notes in his study (A/45/273/Add.2-E/1990/85/Add.2, paras. 50 and 51), common understanding about terms like "integrated response" ... "coherence" ... "programme approach" and others becomes vital. It may therefore be of assistance to suggest the desiderata that this approach should seek to ensure, following the concept suggested in the 1989 report on documentation of working outwards from the development context of each country:

(a) The prime objective is to assist the Government and the national institutions to make optimal, priority, and sustainable use of the resources (financial, technical, food and other supplies) likely to be available to it from the United Nations system over its forward cycle and, if so requested, other co-operation sources;

(b) As General Assembly resolution 44/211 reaffirms in very clear terms, the next objective is surely to enhance a government-led, truly national-endogenous process of programming these external resources, in that complementarity with national resource-inputs (governmental, non-governmental, human capacities and financial and physical inputs) that is necessary to ensure sustainability. This would be the essence of a "national programme framework";

(c) To achieve these first two objectives, far greater synchronization and harmonization of analytical, planning and programming processes by the partners in the United Nations system with those of each developing country is essential;

(d) The coherence objectives of this harmonization, however, should be to ensure that the perspectives and special competences of each organization and agency of the United Nations system are drawn upon in a creative and flexible manner; the best co-ordination is not centralized flattening and rigidity, but a dynamic and synergistic process (often positively pointing to decentralization of action but for common goals);

(e) An operational response of the system at the country level to the national programme framework would thus be "integrated" in the sense that:

(i) Its foundations in pre-programming analysis would be appropriately multidisciplinary and using a common database;

(ii) The resultant proposed programmes of the various partners with the country would be seen together by the Government and them. It would afford the opportunity for a range of potential integrated responses - from operational merging to collaborative theme-programmes - but certainly the opportunity to achieve mutual reinforcement both with planned national (or sub-national) activities and resources, and with each other;

(iii) There could be an over-arching "statement" of these interrelationships, and the particular incremental benefits expected from them, which would serve all governing bodies concerned, and would act as an ongoing "reminder to coherence" at country level and frame for periodic review and mutual adjustment.

152. The Director-General does not suggest that the foregoing delineations are perfected. He offers them at this stage, in the examination of the study and its surrounding resolution context, as perhaps a beginning towards that clarity of perceptions and definitions that will become extremely important in the implementation of the whole of the resolution.

153. As earlier noted, the Director-General will provide his further and more detailed views on the questions posed to him in paragraph 17 (g) of the resolution, together with the initial response information from country and headquarters levels that he has requested, in time for the second regular session of the Economic and Social Council.

D. Recommendations on which additional guidance is sought

154. In the present section, the Director-General brings to the attention of Member States recommendations on which he believes additional guidance is required. These fall into three categories. The first concerns recommendations that have a general bearing on General Assembly resolution 44/211 because they address needs for the effective implementation of many of its provisions. The second category concerns recommendations dealing with specific paragraphs, so identified. Finally, in a third section, the Director-General addresses needs for the organization of implementation and monitoring of the whole resolution.

1. Recommendations having general application

Common understanding of concepts and terms (general)

155. Reference has already been made to the great importance of attempting to ensure the clearest common understanding, within the United Nations system, of the operational meaning of key concepts and terms given expression in General Assembly resolution 44/211. Such common understanding has never been easy in the international development community, and the lack of it has contributed to deficiences in coherence, in individual programming, and inevitably in evaluations. It is important also to note that lack of clarity and common understanding about key concepts and programmatic and procedural language can cause serious problems in instructions to, and in the training of, staff of different entities of the United Nations system whose work should henceforth culminate in more coherent performance at the country level. Every day, several thousand development professionals must use these concepts and terms in work on research, design, implementation, monitoring and evaluation of programmes and projects in which much is at stake for developing countries.

156. With the advent in General Assembly resolution 44/211 and (parallel decisions in other bodies) of a more intensive effort to improve operational activities, additional or hitherto little used terms will come into operational interplay with longer-used ones (themselves often understood in a variety of ways). A scanning of Assembly resolution 44/211 will highlight such words or phrases as "maximize complementarities", "managed in an integrated manner", "integration in development programmes", "integrated operational response", "coherently integrated", "co-ordinated programming", "multisectoral", "multidisciplinary", "more programme-oriented", and "programme approach", "government/national execution", etc. Some of these terms are by no means only "technical", and can be perceived in different quarters to have potentially adverse operational interpretations if not clearly mutually understood.

157. It is not a mere matter of someone in an office solitarily preparing a glossary and dictionary. By the nature of the implementation of the General Assembly resolution, the perceptions and definitions must be creative in relation to the substance under study and, in some instances, negotiation, for translation into operational activities. Such common understanding is also needed quite as much to enable and enhance flexibility and decentralization as, where agreed, uniformity. The Director-General is aware that in a system of human beings (and of many languages) total uniformity of understanding and usage is a utopian goal. He is nevertheless convinced that a serious collaborative effort should be made now, at the outset of implementation of General Assembly resolution 44/211, to try to the greatest extent possible to achieve common, system-wide understanding of the operational meaning of key concepts and terminology.

Recommendation

158. The Director-General should be entrusted with organizing a process of consultation with all entities engaged in operational activities in order progressively to assemble and correlate the collective operational understandings of key concepts and terms involved in implementing General Assembly resolution 44/211. Through existing inter-organizational machinery he should also seek to ensure the common system-wide dissemination of these understandings in relevant guidelines, manuals, training and other instruments. He should include information on this work as it evolves in his annual reports dealing with implementation of the Assembly resolution.

Training of United Nations system staff (general)

159. The Director-General's reports for the 1989 comprehensive policy review referred extensively to the need for enhanced and common, or commonly-designed, training of staff of the system (see A/44/324/Add.3-E/1989/106/Add.3, paras. 67 (d), 97 (d), (e) and (f); also A/44/324/Add.2-E/1989/106/Add.2, paras. 116, 153, 158, 202 (h), 213, 220 and 221). The essential needs are twofold: reorientation of the emphases in existing training and retraining of staff; and assuring that appropriate elements of such training follow common concepts and contents.

160. The reorientation is needed, first, because preoccupation with generating projects (without parent programmes), and then with "delivery" of inputs needed, have occupied too much training time relative to issues of multidisciplinary development analysis, and programme/project design for sustainability. In much of the United Nations system there has been an imbalance between "nuts and bolts" administrative/logistical training, and substantive intellectual formation. Secondly, the last two decades have seen a constant widening of the perspective of what effective and sustainable development must constitute and contain, including systemic factors of major importance like critical poverty, employment generation, children, women, and environment, to name only a few. Yet country-level staff of most elements of the system have repeatedly told study and other missions that they have received no, or very inadequate, training and orientation in how to encompass such additional requirements that stream down to them from headquarters.

161. Many of the objectives, and virtually all of the "action" provisions of General Assembly resolution 44/211 have implicit in them these new or greatly intensified demands on the human capacities of the United Nations system. The provision of multidisciplinary advice on request, the reorientation to a programme rather than a project-by-project approach, the often quite subtle design factors involved in assuring government/national implementation, and the extension of co-operation to national non-governmental capacities, for example, will not be achieved merely by issuing printed instructions.

162. Side by side with these needs for a major re-examination of staff training, General Assembly resolution 44/211 strongly indicates the need for appropriately common, or at least commonly designed staff training. If genuine country teams are to be fashioned with a heightened ability for strategic and sustainable cross-programming, staff of different organizations and agencies should receive an appropriate proportion of their training and re-training with commonly elaborated objectives and syllabis.

163. It should be noted, as well, that many of the foregoing briefly recapitulated requirements for staff of the United Nations system ought to be shared with their working associates in the governmental and other institutions of developing countries.

164. The Director-General has referred earlier in the present report to the most welcome agreement in the CCSQ (OPS) to initiate, on an experimental basis, an orientation programme for resident co-ordinators and other senior field representatives. It is indeed an important advance; but it will not, by definition, reach through the overall staff cadres of the United Nations system in and supporting operational activities. The best oriented and trained senior officer at country level will only be able to implement newly acquired perspectives and development design disciplines if appropriate attention has also been given to imparting them in training and orientation to the staff with whom he or she must work.

165. In his recommendations the Director-General addressed both enhanced training in individual organizations, and the need for serious consideration to be given to the establishment - through existing facilities - of a United Nations development staff college network (A/44/324/Add.3-E/1989/106/Add.3, para. 97 (d), (e) and (f)). The latter has been recurringly proposed in such expert assessments as the Capacity Study of 1969, recommended by the Secretary-General in 1972, and recommended by the Group of Experts on the Structure of the United Nations system in 1975, with detailed study by the United Nations Institute for Training and Research (UNITAR) (see DP/5, vol. II, chap. 8, paras. 24-26 and 71-74, 1969; A/8829 and Add.1, A/8935, 1972; and E/AC.62/9, para. 94 (a), 1975). The Director-General emphasizes, however, his approach to such a college as a collaborative network economically based in existing teaching and training institutions in developing and developed countries.

Recommendation

166. The Director-General should undertake a study, with the full collaboration of concerned organizations and agencies, and entities with responsibilities in the field of training, to elaborate practical and cost-effective programmes of staff training and reorientation in areas indicated by the provisions of General Assembly resolution 44/211, with special attention to the possibility of establishing a staff college network for the United Nations development system. He should report with recommendations to the General Assembly at its forty-sixth session, through the Economic and Social Council at its second regular session in 1991.

Training in programmes and projects (general)

167. The Director-General further draws the attention of Member States to observations and recommendations in his 1989 reports concerning the need for improvements and changes in the training of personnel of developing countries through projects and programmes undertaken with the support of the system (A/44/324/Add.3-E/1989/106/Add.3, paras. 23 (a), 30 (e) and (g); and A/44/324/Add.2-E/1989/106/Add.2, paras. 78-81). Here, the basic needs are:

(a) Directly to enhance and accelerate the overall strengthening of national capacities by more effective and sensitively designed training in programmes and projects in all needed fields; the problems identified in many assessments cover training design, including cultural and development-context sensitivity, location (more in-country group training is widely requested by developing country authorities), methodology and technique (use of proven communication-support methods); duplication among assistance agencies; and fellowship cost-inflation;

(b) To provide a strong new focus on training in those capabilities required for national design, management and co-ordination of development programmes, including those undertaken with the United Nations system, and in the new programming approaches provided for in General Assembly resolution 44/211; the need is for an intensive review to ensure that priority and quality attention is given to such training;

(c) Improved and intensified training for the full and effective national assumption of responsibilities for the implementation of programmes and projects undertaken with the United Nations system; the elaboration of a strategy and plan especially to build training into the system-wide implementation of paragraph 18 of the resolution.

168. Very large sums are invested in training within operational activities (see report of the Joint Inspection Unit (A/45/113), of 7 February 1990). Too often, however, it tends to be treated as an established "given" among inputs, proceeding well enough along time-worn tracks. The Director-General believes that special attention needs to be given to this major component of all operational activities as a key underpinning of the implementation of General Assembly resolution 44/211. It is necessary also to assure that it is so treated on a co-ordinated basis among the several but interrelated streams of implementation.

Recommendation

169. The Director-General should organize co-ordinated task forces of organizations and agencies engaged in operational activities, to review, recommend, and initiate improvements in the training of developing country personnel provided by those activities, with particular regard to paragraphs 2, 3, 14, 17 and 18 of General Assembly resolution 44/211. He should include a progress report on this work in his annual report in 1991, and a substantive report for the comprehensive policy review in 1992.

Information systems at country level (general)

170. Just as training is truly systemic in all development processes, so are information flows (themselves a crucial element in training). Yet inadequacies in affording developing countries feasible access to global information and experience, and in the co-ordinated use of modern information technology at country level, are among the most persistently identified deficiencies of the United Nations system in its development-supportive and operational activities.

171. The Director-General referred to these problems in his 1989 reports and recommendations (see A/44/324-E/1989/106, especially paras. 255-262; A/44/324/Add.3-E/1989/106/Add.2, paras. 42, 84, 85, 96, 108 (f), 197 (b), 211 (d), 218 (a); and A/44/324/Add.3-E/1989/106/Add.3, paras. 20 (b), 26 (g), 40 (f), 44, 46 (b) and (c), 81 (e), 85, and 90 (c) (i) and (ii). Twenty-one years ago they were addressed comprehensively in the capacity study and appeared again in the 1975 experts' report on structure. While some advances have been made both in content and coherence of information systems, these have been chiefly at the global, not the country level (some individual organizations' country offices have acquired their own separate data and processing capacities). The widespread awareness of these deficiencies among country level staff themselves was reflected in recent recommendations for a common, co-ordinated database as a priority need by a Joint Consultative Group on Policy sub-group meeting of country staff from Burkina Faso, Cameroon, Ghana, Mali, Niger and Senegal.

172. The Director-General will not repeat here the numerous points made in his 1989 reports, but will attempt to summarize the areas of need, as follows:

(a) At the largest dimension, there is a virtually universal request from developing countries that the United Nations system should better help them to have access, using modern information systems, to the constantly expanding global development knowledge and experience in the system and, not least, such access to other developing countries. The need is to devise efficient and economical means whereby each country team can establish a national/global "switchboard" for these purposes, including effective interfacing with the global capacities of the Advisory Committee for the Co-ordination of Information Systems (ACCIS). This is one major facet of the present weakness of the "service role" of the system in developing countries, expressed to the Director-General's country study and review teams, to the equivalent study teams of the Nordic United Nations Project in other countries, and from other sources.

(b) At the level of operational activities, resident co-ordinators have repeatedly advised that their first need to enable them to fulfil their substantive responsibilities is a proper multidisciplinary information base, and the capacities to maintain it and cross-analyse its data with and for the common benefit of the whole country team. That will be a prime requirement for collaborative needs assessments and situation analyses, for helping Governments to develop a national programme framework, and for developing a programme approach (which is virtually impossible without such a database). The creative management of such a database would also save much costly time of visiting strategy formulation, research, programming and review missions.

(c) A rational, common database and information system for the country teams is needed and many years overdue for a variety of other purposes. In many developing countries there is a serious deficiency in "programme memory". Not adequately met in annual development co-operation reports by their nature, such a memory would maintain records of all sectoral and other special surveys and technical analyses (which are often expensively duplicated among multilateral and bilateral agencies), and a more substantive, not merely financial memory of projects. There is equally inadequate track kept of persons sent on fellowships for advanced training, again not infrequently resulting in duplication of effort as well as loss of precious training investment already made. Such a common databank would also serve to enhance local procurement by maintaining supply source data. It should also strengthen operational links between national focal points and global networks of technical co-operation among developing countries, including INRES-South; and, again, it should store actual experience of technical co-operation among developing countries.

(d) Finally, there is palpable need for the United Nations system at the country level to improve its capacities to help Governments themselves to acquire rationally designed, adequately co-ordinated information technologies, both through inputs of the system and, on request, from other assistance sources.

173. In earlier years before low-cost computer technology, there was some excuse for deficiencies in these areas. That excuse began to disappear in the late 1970s and has by now evaporated, with the applicability of the technology greatly enhanced, while unit and operating costs continue to reduce. Here again the Director-General is concerned lest this vital systemic underpinning to many of the objectives and action-provisions of General Assembly resolution 44/211 be neglected. It must be addressed coherently and vigorously. It involves a considerable amount of hard and detailed collaborative work within the United Nations system, but this expenditure of time and energy cannot be economized. It will, again, call for co-ordinated special task forces.

Recommendation

174. The Director-General should establish and co-ordinate substantive and technical inter-organizational task forces on common country-level information systems required for the effective implementation of General Assembly resolution 44/211. Such task forces should be charged with designing rational and cost-effective uses of modern information technology to be available to resident co-ordinators and the country teams, and through them, to national institutions in developing countries, to meet the various needs identified in the reports of the Director-General and other assessments within the United Nations system. The Director-General should provide information on progress within his annual report in 1991, and should provide a consolidated and system-wide report for the 1992 comprehensive policy review.

Development information flows (general)

175. In his 1989 report, the Director-General also reflected the findings of his country studies and reviews, as of many other assessments, in noting that the United Nations system does not have adequate capacity to serve as a global high-quality resource for the provision of an ongoing flow of information on development models, techniques and experience (A/44/324/Add.3-E/1989/106/Add.3, para. 20 (b)). This is another aspect of the "service role" referred to above, but it is also of critical importance in operational activities. Such "cross-fertilization" flows are vital for the most sensitive and realistic design of programmes and projects, for continual informational nourishment of the country staff of the system, and for national associates and institutions (not least after activities with the system have ended). The Director-General recommended that he carry out a study of how the system could better equip itself for such service, and he believes that such a study should be included in the forward work programme of his office.

Recommendation

176. The Director-General should undertake a study of how the United Nations system should equip itself with the capacity to serve as a global high-quality resource for the provision of an ongoing flow of information on development models, techniques and experience. He should provide his recommendations in his report for the comprehensive policy review in 1992.

The regional dimension (general)

177. General Assembly resolution 44/211 rightly concentrates on the country level of operational activities. The Director-General also concentrated on the country level in his 1989 reports and recommendations, while referring to the regional dimension as an essential complement to the work of the 1989 comprehensive policy review, and as being under review in the context of the CCSQ (OPS) (A/44/324/Add.3-E/1989/106/Add.3, para. 10 (c)). He regards the regional capacities of the United Nations system as of major importance, in their work at the inter-country level, in the support they can provide to operational activities at the country level, and in the bridging role their research and policy analysis can perform in the formulation (and monitoring) of global development strategies.

178. At the request of the CCSQ (OPS), the Office of the Director-General is now engaged in the elaboration of the study of the regional dimension already mentioned, in close collaboration with the regional commissions as well as all other concerned organizations and agencies. The Director-General believes that this study is now timely, in order to ensure that the complementarities of this dimension are knitted into the emergent programme of implementation of General Assembly resolution 44/211.

Recommendation

179. In his annual report in 1991, the Director-General should bring to the attention of the General Assembly at its forty-sixth session through the Economic and Social Council, the analysis and recommendations on the regional dimension by the CCSQ (OPS), together with his own views in the context of General Assembly resolutions 32/197 and 44/211.

2. Recommendations on specific provisions

Interim note on resources: financial (paras. 9-12)

180. At the time of the preparation of the present report, a number of critically important processes regarding the future of resource mobilization in its financial sense had not been concluded. Those include, in particular, the UNDP Governing Council's consideration of the Administrator's proposals on a new strategy in relation to the concept of central funding, and the deliberations of the Second United Nations Conference on the Least Developed Countries. The Director-General will submit appropriate recommendations in the light of these developments.

Simplification, harmonization and adaptation of rules and procedures (paras. 14, 18 (a) and (b), 23 and 24)

181. In his 1989 report, the Director-General provided recommendations on the approach to and sequence of steps for more decisive action on the simplification and harmonization of rules and procedures, and the co-ordination of those efforts (ibid., paras. 70-78). In the light of the provisions of General Assembly resolution 44/211, it may be helpful to analyse what needs to be done.

(a) Rules and procedures need to be simplified so that they facilitate, not make more difficult (and costly), the design, implementation and monitoring of operational activities, which is particularly important as the United Nations system moves towards national execution/implementation of programmes and projects. In addition, attention needs to be given to rules and procedures for intermediate and/or collaborative modalities;

(b) Such simplified rules and procedures need to be harmonized as between the organizations and agencies of the United Nations system (and, ideally, also other sources of external assistance);

(c) Such rules and procedures ought to be adapted to those of each Government (with any needed improvements in government rules and procedures);

(d) The adoption of a programme rather than project-by-project approach will have further implications for rules and procedures;

(e) Other important likely factors include the outcome of examination of the question of local costs, including salary supplements or incentive payments;

(f) In addition, all of the above must be addressed in the new context of decentralization of authority to the country level, including accountability elements.

182. The United Nations system and host Governments thus confront a very complicated set of technical tasks to implement these provisions. This is clearly another case where General Assembly resolution 44/211, and related decisions of governing bodies, will call for specialized task-force work, closely co-ordinated with the other streams of implementing action. The Director-General will consult with funding organizations and inter-organizational mechanisms during 1990 to develop a coherent plan of work on simplification, harmonization, and adaptation of rules and procedures that can move forward synchronously with policy and programmatic changes.

Recommendation

183. Organizations of the system engaged in operational activities are invited to collaborate with the Director-General, through specialized task forces of existing co-ordinating mechanisms, in a coherent plan of work on the simplification, harmonization, and adaptation of rules and procedures in the context of implementation of all relevant provisions of General Assembly resolution 44/211. The Director-General should report progress in his annual reports.

Food aid (para. 17 (e))

184. In his recommendations on the 1989 comprehensive policy review the Director-General observed that a long-term perspective of the place of food in overall programmes of support for development activities would help to reconcile the current much appreciated immediate inputs with the goals of greater

self-sufficiency in food production set by most developing countries. He further suggested that special emphasis should be laid on the integration of food aid and other development co-operation resources, which still represents a major unresolved challenge to the United Nations development system (ibid., para. 10 (b)).

185. In General Assembly resolution 44/211 (para. 17 (e)), the Assembly decided that: "Non-emergency food aid channelled through the organizations of the United Nations system should be programmed coherently so as to ensure its full integration with the development programmes of the Government".

186. The question needing further examination is, how can this objective be more assuredly and systematically realized within the framework of the country-focused adjustments to be implemented by the United Nations system under General Assembly resolution 44/211.

187. In 1988, food aid accounted for some $3.8 billion, or 8 per cent of total official development assistance (ODA), of which one third was channelled multilaterally. More than 80 per cent of all food aid was in grant form, and food aid accounted for 9 per cent of all grant assistance. In sub-Saharan Africa, food aid currently accounts for about 28 per cent of all resource flows. In terms of ODA resource flows to the food and agricultural sector, the contribution of the WFP, the main multilateral channel for food aid, is the second largest after the World Bank group.

188. Only some 18 per cent of food aid is used for emergency feeding. The remainder is used in support of development projects or programmes.

Food aid as a resource

189. It is time to acknowledge the role that food aid can play, not only in terms of volume, nor only in humanitarian terms, but as a development resource. That is why the Director-General has adopted, quite deliberately, such terms as "resources (capital, technical, food)" in his documentation. The General Assembly's call for the coherent programming and full integration of food aid into Government development programmes is most welcome. How may this now be advanced?

The role of food aid

190. Food aid has proven of crucial importance in countless countries down the years, and will continue to do so while poverty and deprivation, food deficits and natural or human-made emergencies afflict food deficit countries. Some four-fifths of WFP assistance goes to low-income countries and, of that share, about half to the least developed countries.

191. In order to improve the efficiency and effectiveness of food aid, WFP continues to explore with other development agencies means of expanding the integration of food aid with other forms of external assistance, and is increasingly active in World Bank-led consultative groups and UNDP-led round tables in an attempt to foster that integration.

192. While WFP development assistance remains project-oriented, the Programme is attempting to devise better ways of determining in advance of project identification the most effective emphases for project food aid in support of national development programmes aimed at alleviating hunger and poverty.

193. The overall tendency persists, however, to regard food aid as an "add-on", to projects.

194. One reason why this tendency continues has been that WFP itself has historically been project-oriented, with most of its activities requiring project-by-project approval by its governing body.

Some consequences

195. For the United Nations system's operational activities, it is not always possible to integrate food aid as part of the total resources that may be available from the system to a Government over its cycle or other multi-year development plan or programme.

196. Furthermore, if food aid is dealt with by a sectoral ministry, it may not be able to secure, from central planning and budgetary authorities, the local transport and storage support required. In spite of the provision of subsidies by WFP towards costs of internal storage, handling and transportation in least developed and similar countries, the difficulty of getting food to the poorest and most vulnerable groups of population remains a severe burden for many Governments.

197. WFP is implementing a programme of special assistance in such areas as transport of food, project design and monitoring, to enable least developed countries to maintain or increase their capacity to make good developmental use of WFP assistance.

198. Without integration of food aid as a programmed resource asset in development, more careful project design is necessary to reduce the risk that its presence and more localized use may disrupt market conditions.

199. While food aid is viewed as being either surplus disposal or only appropriate for humanitarian assistance, there will continue to be persistent difficulty in mobilizing the supply of food aid on a strategic basis, and in obtaining the necessary non-food support to ensure that the greatest benefit is achieved from food aid assisted development work.

New opportunities

200. Many provisions of General Assembly resolution 44/211 offer new opportunities to advance food aid to a more strategic dimension. The Director-General welcomes the positive response of the Executive Director of WFP to its provisions, including readiness to examine how the Programme's processes might be simplified and harmonized to accord with national capacities and requirements. It should also be noted that the independent study of national programme frameworks and an integrated

operational response by the United Nations system recurringly refers to WFP and food aid as a resource that should be included inherently in such new processes, naturally according to government wishes (A/45/273/Add.2-E/1990/85/Add.2).

Recommendation

201. WFP, in co-operation with other interested organizations of the United Nations system, could be invited to recommend steps to bring about the greater integration of food aid with the other assistance provided by the United Nations system.

3. Recommendations on the organization and monitoring of implementation

Organizing for implementation (general)

202. Throughout the present report the Director-General has laid emphasis both on the very considerable volume of work entailed for the United Nations system in implementing General Assembly resolution 44/211, and on the necessity to ensure that each stream of action is effectively correlated. These are not minor adjustments and innovations, nor are they merely "technical", but in many provisions profoundly substantive, and requiring creative thinking of a high order.

203. The work involved is not of the kind that can be accomplished by the orthodox methods of the United Nations system, such as a study prepared by one secretariat and considered by one body or inter-organizational mechanism at one session. A process of fairly continuous task force-type effort will be needed between regular sessions of inter-organizational machinery. While not at this stage wishing to specify every detail, the Director-General envisages that these efforts may be a combination of specially created task forces, and of drawing focal benefit from concrete experience or new work within individual secretariats. There is also manifest need for an overview capacity to ensure that temporarily separate streams of such work are kept cross-informed, and correlated both at important evolutionary stages and in their ultimate conclusions.

204. The Director-General will seek to facilitate and co-ordinate these processes according to his mandates and the responsibilities entrusted to him in General Assembly resolution 44/211, but the work must emphatically be a team effort. He is consulting with all concerned entities on the optimal means of organizing the work between, and making the best use of, regular sessions of relevant inter-organizational machinery, especially the Joint Consultative Group on Policy and the CCSQ (OPS). He expects to be able to provide a first picture of such modalities and methods later in 1990. He hopes that executive heads will make every effort to allocate the necessary qualified staff time to these processes.

Recommendation

205. The Director-General should ensure, with the collaboration and support of entities of the system engaged in operational activities, adequate organization and

correlation of the substantive and technical work required on the action provisions of General Assembly resolution 44/211 in order to achieve their full, co-ordinated and timely implementation as provided for in paragraph 27 of the resolution.

Resources for overview and monitoring (general)

206. The Director-General described in his 1989 report the kinds of resources his Office would require for the fulfilment of his responsibilities in the range of adjustments and innovations he had recommended. In view of the magnitude of the tasks emanating from General Assembly resolution 44/211, he will need both short-term or rotating contributions of staff from organizations of the United Nations system and extra-budgetary financial contributions. He expresses his appreciation for indications already received at the time of preparation of the present report and his confidence that the capacities and resources essential for this intensive effort between 1990 and 1992 will be contributed.

Notes

1/ TD/B/C.3/234 of 19 February 1990.

2/ See ACC/1990/Dec./1-14.

3/ See WHO document EB 85/19 of 7 December 1989.

4/ See E/ICEF/1990/L.8, para. 55.

5/ DP/1990/33.

6/ Ibid., paras. 3 and 4.

7/ Ibid., para. 9.

8/ DP/1990/77.

APPENDIX

General Assembly resolution 44/211: Schedule of implementation

Action indicated in General Assembly resolution 44/211	Organization a/	Governing Bodies 1990	1991	1992
A. Review and examination by governing bodies b/ (paras. 27, 30 and 31)	ILO	Review by Committee on operational programmes of the governing body; other Committees, as appropriate November		
	FAO	Substantive discussion by Programme and Finance Committee, for FAO Council November	FAO Conference November	
	UNESCO	Executive Board October		
	UNIDO	Industrial Development Board May		
	WHO	Regional committee	Executive Board January World Health Assembly May	
	IAEA	Board of Governors (information paper)		
	IMO	Council and Technical Co-operation Committee November		
	ICAO	ICAO Council November	Budgeting considerations: Council	ICAO Assembly fourth quarter

Action indicated in General Assembly resolution 44/211	Organization a/	Governing bodies 1990	1991	1992
A. Review and examination by governing bodies (continued)	ITU	Administrative Council June		
	UPU	To be advised	Permanent committees and Congress May	
	WIPO		Permanent committees Spring	WIPO Conference and General Assembly September
	WMO	Executive Council June	WMO Congress May	Executive Council June
	UNCHS		Commission on Human Settlements April	
	UNCTAD	Working Party of Trade and Development Board February		
	UNDP	Multiple specific referrals to Governing Council June		
	UNHCR	Executive Committee (for attention) September		
	UNICEF	(In policy paper to Executive Board) May		
	WFP	Governing Body May		
	UN-ESCWA		Commission April	

.../...

Action indicated in General Assembly resolution 44/211	Organization a/	Governing bodies		
		1990	1991	1992
B. Director-General's overall reports on implementation	United Nations Office of the Director-General for Development and International Economic Co-operation	Economic and Social Council, General Assembly Annual report	Economic and Social Council, General Assembly Annual report	Economic and Social Council, General Assembly Triennial Policy Review report
C. Recommended reports (implementation)				
Recommended Common understanding of concepts, terms	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly In annual report	Economic and Social Council, General Assembly In triennial report
Recommended Training: United Nations system staff	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly In annual report	
National personnel	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly Progress in annual report	Economic and Social Council, General Assembly In triennial report (substantive report)

Action indicated in General Assembly resolution 44/211	Organization a/	Governing bodies 1990	1991	1992
C. Recommended reports (implementation) (continued)				
Recommended Information systems at country level	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly Progress in annual report	Economic and Social Council, General Assembly In triennial report (substantive report)
Recommended Development information flows	United Nations Office of the Director-General for Development and International Economic Co-operation			Economic and Social Council, General Assembly In triennial report
Recommended The regional dimension	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly In annual report	
D. Other reporting and governing body actions c/				
Priority resources to low-income countries (para. 4)	UNDP	UNDP Governing Council on Fifth Cycle (DP/1990/43)		
Role of operational activities in eradication of poverty (para. 5)	United Nations Office of the Director-General for Development and International Economic Co-operation	General Assembly In progress report (A/44/212 refers)	General Assembly In final report (A/43/195 refers)	

.../

Action indicated in General Assembly resolution 44/211	Organization a/	Governing bodies 1990	1991	1992
D. Other reporting and governing body actions (continued)				
Popular participation (para. 6)	ECA	ECA Conference of Ministers Arusha Conference report, Charter		
	UNDP	UNDP Governing Council (DP/1990/21)		
Women in development in operational activities (General Assembly resolutions 41/171 and 44/211, para. 7)	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly Annual report	
Children and youth (para. 8)	WFP	Governing Body Food aid and basic education		
Central funding through UNDP (para. 12)	UNDP	UNDP Governing Council Funding strategy (DP/1990/20)		
Full use of national capacities (para. 13)	UNDP	UNDP Governing Council (Research on indicators) (DP/1990/18)		
Recommended Work-plan for rules, procedures (paras. 14, 18, 23 and 24)	Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly Progress in annual report	Economic and Social Council, General Assembly In triennial report
Co-operation with resident co-ordinator (para. 15 (b) iii)	UNIDO	Programme and Budget Committee		

Action indicated in General Assembly resolution 44/211	Organization a/	Governing bodies 1990	1991	1992
D. Other reporting and governing body actions (continued)				
Multidisciplinary advice, including concept of multi-disciplinary teams (para. 15 (c))	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly Annual report	
Establishment of common premises at country level (para. 15 (d))	United Nations Office of the Director-General for Development and International Economic Co-operation	Economic and Social Council, General Assembly In annual report	Economic and Social Council, General Assembly In annual report	Economic and Social Council, General Assembly In triennial report
	UNESCO	Executive Board		
	UNICEF	Executive Board		
Recommended Integration of food aid (para. 17 (e))	WFP		Governing body Economic and Social Council, General Assembly	
Concept of document on integrated operational response of system (para. 17 (g)) (Consultant study)	United Nations Office of the Director-General for Development and International Economic Co-operation	Economic and Social Council, General Assembly In annual report		
National execution (para. 18)	UNDP	UNDP Governing Council (DP/1990/33, 22)		
Technical co-operation among developing countries (para. 20)	UNDP (Expert Group report)	UNDP Governing Council (DP/1990/77)	High-level Meeting on technical co-operation among developing countries	

.../...

Action indicated in General Assembly resolution 44/211	Organization a/	Governing bodies		
		1990	1991	1992
D. Other reporting and governing body actions (continued)				
Increasing procurement for developing countries (para. 21)	UNDP	UNDP Governing Council (DP/1990/28)		
Successor support costs (para. 25 and relates to others)	UNDP	UNDP Governing Council (DP/1990/)		

a/ Organizations cited are those that have made specific references to governing bodies.

b/ Citation of referral to a governing body does not imply that these will be the only referrals; see also under other sections.

c/ To the extent possible from the information available, these entries cover new reports, proposals, or referrals in relation to General Assembly resolution 44/211, and do not include all progress reporting. They should be seen in conjunction with section A.

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OPERATIONAL ACTIVITIES FOR DEVELOPMENT

ECONOMIC AND SOCIAL COUNCIL
Second regular session of 1990
OPERATIONAL ACTIVITIES FOR DEVELOPMENT

OPERATIONAL ACTIVITIES OF THE UNITED NATIONS SYSTEM

Note by the Secretary-General

Corrigendum

Page 58, appendix

In section D after the entry Establishment of common premises at country level (para. 15 (d)) insert

Action indicated in General Assembly resolution 44/211	Organization	Governing bodies		
		1990	1991	1992
Improvement of field representation (para. 16)	United Nations Office of the Director-General for Development and International Economic Co-operation		Economic and Social Council, General Assembly In annual report	

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* A/45/50.

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